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ABSTRACT

This publication contains the two keynote presentations from the National Equity Colloquium and a synthesis of papers on equity from multidisciplinary perpectives. In "The Future of Educational Equity" Shirley D. McCune focuses on three questions of importance in developing strategies to gain equity: (1) What is the current concept of educational equity and how may this need be modified? (2) What are trends in society and education that provide a context for seeking equity? and (3) What are tasks that must be accomplished to continue the search for educational equity? In "The Justice of Equity" Samuel D. Proctor discusses bases for belief in the dignity of persons; five stages of development--disintegration, survival and acculturation, alienation, lawsuits, and reintegration; and implications for education, including professionalism and vicariousness. The overview, "Equity and Vocational Education: Guidelines for the 1980s," synthesizes 17 papers about equity and vocational education from three major perspectives: selected academic disciplines, vocational education, and special interest group advocacy. It describes a concept of equity and examines the current status of equity in vocational education by focusing on eight commonly agreed upon problems and issues. Recommendations for the future are then explored. Brief summaries of the papers conclude the publication. (YLB)

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ED215156

Research and Development Series No. 213

# EQUITY IN VOCATIONAL EDUCATION:
# A FUTURES AGENDA

*Compiled by*
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and
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The Ohio State University
1960 Kenny Road
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June 1981

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## FOREWORD

Before vocational educators can adequately meet the special needs of special groups, they must be committed to a philosophy of equitable education. The issue of equity in education has received a great deal of attention over the last ten years from the legislative, judicial, and academic sectors. As a result of this attention, research and analysis have shown that the term "equity" has a different connotation for nearly everyone who has attempted to define and apply it to educational programs. In addition, a host of related terms such as equality, disparity, and discrimination are a part of the vocational educator's daily vocabulary.

The proceedings of the National Equity Colloquium held at the National Center for Research in Vocational Education in February 1980 included the three presentations contained in this document. Each of these three papers represents a definitive step toward resolution of the special problems of equity in educational programs. The reader is invited to use the ideas presented here in planning and effecting a personal, future agenda for educational equity.

Robert E. Taylor
Executive Director
The National Center for Research
in Vocational Education

## EXECUTIVE SUMMARY

Equity in vocational education has been one of the National Center's research priorities since 1966. The Equity Framework project and the National Equity Colloquium, held at the National Center in February 1981, represent the capstone to more than a decade of research and development on equity issues—a capstone that has implications for the future.

This publication includes the two keynote presentations from the National Equity Colloquium—"The Future of Educational Equity" by Dr. Shirley McCune and "The Justice of Equity" by Dr. Samuel D. Proctor. In addition, Dr. Judith Gappa's paper, *Equity and Vocational Education: Guidelines for the 1980s,* synthesizes the equity issues and concerns discussed and expressed by the authors of seventeen papers on equity from multidisciplinary perspectives.

The information presented in this publication should enable the reader to study the multiplicity of equity issues in vocational education. From the ideas introduced by the three experts mentioned above, each individual should be able to plan and implement a future agenda for educational equity.

## INTRODUCTION

The National Center for Research in Vocational Education recognized the importance and accepted the challenge of addressing equity through vocational education research and development as early as 1966. Since that time, the National Center has focused attention on sex fairness, special needs, and equity as high priorities for research in vocational education.

The National Center recognizes that before vocational educators can adequately meet the special needs of "special" groups of people, they must be committed to a philosophy of equitable education. The issue of equity in education has received a great deal of attention over the last ten years in the legislative, judicial, and academic sectors. As a result of this attention, research and analysis have shown that the term "equity" has a different connotation for nearly everyone who has attempted to define and apply it to educational programs. In addition, a host of related terms such as equality, disparity, and discrimination are a part of the vocational educator's daily vocabulary.

Consequently, to determine future research agendas, the National Center held a conference on Equity and Access in St. Louis in 1979. The Equity Framework project and the Equity Colloquium, which resulted from that conference, represent a commitment to explore equity in vocational education through a cohesive and comprehensive approach.

In an attempt to help vocational educators articulate a definition of equity, the National Center, through the Equity Framework project, commissioned seventeen papers on equity from three broad perspectives—academic, vocational, and special needs. The authors in each of the three groups provide their own perceptions of and experiences with equity in education to bring vocational educators to a better understanding of this complex but timely issue. Judith Gappa, known for her work in affirmative action and equal opportunity programs, was invited to synthesize these papers.

The National Equity Colloquium was the capstone of several years of research on equity in vocational education for all people, particularly those who have been discriminated against because of age, sex, limited English proficiency, minority or ethnic origin, or handicapping condition. The challenge of this colloquium, held February 26–27, 1981, was to identify the elements of a futures research agenda and to stimulate individuals concerned with equal and equitable access for all people to prepare personal agendas for continued progress on equity issues.

This publication presents the highlights and main themes of the colloquium by reprinting the keynote address entitled "The Future of Educational Equity" presented by Shirley D. McCune, and the closing address delivered by Samuel Proctor entitled "The Justice of Equity." Judith Gappa's synthesis of the seventeen commissioned papers, *Equity and Vocational Education: Guidelines for the 1980s,* as well as summaries of the papers, are included.

## PART I

### The Future of Educational Equity

**About the Speaker**

Shirley D. McCune, immediate past Deputy Assistant Secretary, Elementary and Secondary Education, United States Department of Education, Washington, D.C., is now Director of Technical Assistance to States at the Education Commission of the States in Denver, Colorado.

Dr. McCune, a native of Colorado, received a bachelor of arts degree from Colorado State College of Education, a master's degree in social work from the University of Denver, and a doctorate in social work from National Catholic University.

Her career has included many administrative roles such as:

- Project Director, Title IX Equity Workshops Project, Council of Chief State School Officers in Washington, D.C.
- Director of the Resource Center for Sex Roles in Education, National Foundation for the Improvement of Education
- Manager, Teacher's Rights, National Education Association
- Associate Director of the Center for Human Relations, National Education Association
- Associate Director of the American Association of University Women
- Lecturer in the Urban Studies Program at Howard University
- Assistant Professorial Lecturer, School of Education, The George Washington University
- Assistant Professor, University of Maryland

Dr. McCune has been a senior researcher, evaluation director, social worker, and classroom teacher. Her list of publications is very impressive.

## KEYNOTE ADDRESS

### Transcription of "The Future of Educational Equity"*

Thank you very much. It is good to be with you this morning, and it is good to look around the room and see some faces that look familiar. Several weeks ago when I talked to Lucy about this, it seemed fairly simple that in the middle of February we would have a colloquium on the future of educational equity. At that time it seemed to me that it was a manageable assignment. Well, a funny thing happened between that telephone call and today. A number of things have happened. So I would like to point out two things—that I think that the magnitude of the changes that have happened in the interim are such that it is going to change the future. I don't think it is possible for anyone to look into the crystal ball and see anything but mud for the moment. I am here speaking strictly off the record in the sense that there are no official federal endorsements in terms of what is happening. I can tell you a little bit about what the proposals are, and frankly I am here to say that I have more questions to raise than to answer. So with all of those caveats it is good to be here with you at any rate.

To begin, in the last few years it has been almost axiomatic that the struggle for equity has been pretty much delegated to the federal government. There is no question that there has been a centralization of responsibility. We have seen the federal role to be a very active role in the issue of equity. That has kind of been consistent with the traditional role of the federal government.

Today I guess I would like to focus on three major questions that I think we can begin to look at to give ourselves some idea as to what is happening, to explain what is happening, and some guidance in developing our strategies.

---

* This transcription of a tape-recorded speech is unedited and is as accurate as possible.

The first question would be, "What is our current concept of educational equity and how may this need be modified?" The second question is, "What are the trends in society and education that provide a context for seeking equity, and what are those trends as they may be useful in helping us to understand what is happening to us?" The third question is, "What are the tasks we are going to have to accomplish if we are to continue in the search for educational equity?" I think each of those is basic in beginning to think about our individual strategies.

Let's start off with the whole issue of the concept of equity. I would like to congratulate the National Center, and particularly Lucy for heading up the project, because the papers are really a vast resource for the whole concept of the knowledge base that we have about educational equity, and there were many ways that equity was described. I would certainly agree with the concepts in the papers.

The one thing I think we also should think about is to move back and think of equity in a little broader context; that is, I think we tend to think that equity is a fairly new concept in our society and that it grew out of the last thirty years, primarily from the civil rights struggle and the subsequent social equity movement. It is apparent that the more recent efforts for equal opportunity and for equity have differed substantially from other equity movements and from their impact; but the search for equity, fairness, and justice has always been part of the American scene. It would be possible to frame the entire American experience in terms of successive efforts of groups to identify inequities, to develop goals for change, and to struggle to achieve those goals. Throughout these struggles for equity, the importance of economic and educational opportunity has always been highlighted. One of the ideas that I have had for my retirement years is that I would write a history of American society in terms of the struggles for equity, for certainly that was the whole rationale for the formation of the United States. You can begin to see that our history in the United States has been a successive wave of efforts where groups identify inequities and struggle to come up with goals, struggle to try and improve their lot in society. Then another wave comes on, so you can begin to see that there is always an ebb and flow in our search for equity.

So as we think of it in terms of education or as we think of it for that matter in terms of life goals, the ultimate determination of equity is life outcomes. How do people fare on the ultimate scene, and what share or what reward do they have from the society? I think that we can begin with the basic assumption that there is no body of research. There may be some scant documentation as support for the belief that groups of people are superior. There may be biological differences on the basis of sex primarily, but those are very, very small differences, and they seem to be pretty much insignificant. There is very little. As a matter of fact, I would say you have to dismiss

most of the evidence that has been brought forward to suggest that there is any group that, on the basis of national origin or race, is biologically superior. If we accept this as the basic assumption then differences, when we find differences among groups—whether they are on the basis of race, sex, or national origin—are more likely to reflect socialization patterns, differential access, and differential reinforcement that have come about on the basis of their race, sex, and national origin. If this is the case, then we would assume that groups of people would be represented throughout society in proportion to their representation in the population. This would be the ultimate of an equitable society. If you could look at Congress, if you could look at leadership roles, if you could look at jobs, and if you could look at the top to the bottom and see reflected there the total population in proportion to their representation in the total citizenry, you would assume that that would be an equitable society. Whenever this expectation of comparable outcomes is not met, it says to us that we need to begin to trace the influences that lead to the assignment of roles and to begin to identify whether or not there are salient barriers that lead to inequity. Now I am not saying that there are not situations where individual preferences will not lead to some different outcomes, but we would expect over groups that we would have comparable outcomes. I think there is no one in the room who would suggest that there are rather dramatic examples of differential outcomes from minorities and from women in this society today; and since education is the primary socialization agent in that it prepares children for adult roles and it really accomplishes something of a sorting function in society, it is easy to understand why schools in general and why vocational education in particular are identified as barriers to equity.

Now, I think one of the things that many vocational educators that I have worked with have difficulty in understanding is the fact that it is clear that the relationship is very obvious; but if you look at the statistics and enrollments in vocational education, and if you look at the statistics of certain occupations, you see the same patterns of sex stereotypes or race stereotypes reflected in both of those. And so there is certainly a one-to-one relationship, and that is exactly why in almost every equity movement in the last 100 years issues of the schools have been central to that. I would point out to you that long before the civil rights movement of the fifties, in the early 1900s, one of the first issues for the abolitionist was the issue of teaching black children to read. That was considered a very dangerous thing to do, and that movement really did understand very clearly what the importance of education was to the later outcomes.

Similarly, if you want to trace the women's movement, that it concentrated very much on the right of the girl to attend public school and later to attend higher education. That continues to be a concern and an issue for both minorities and for women's groups.

Now, this very problem in this whole issue of equity is that you can have a theoretical model, but we know there are two sides to the coin—that equity is really the result of individual efforts as well as societal shaping and influencing, and that there are times when the individual must assume responsibility literally for what we have as our American ideal of pulling ourselves up with our bootstraps or the "rags to riches" ideal. We have tended to believe that almost any individual can do that, and there is some evidence for that. We can see that there are individuals who are strong, and have had some support, and who are able to accomplish amazing things; but we can see also that there are societal institutions in force.

Now, in the past in equity movements, particularly in a rural agrarian society of the past, the primary responsibility for your lifetime outcomes rested with the individual and the family. In those days, the mere provision of equal access may have been sufficient for the attainment of equity because the rest of it was left to the individual and the family. However, as our society has become more complex and we are increasingly shaped by the institutions around us as well as the individuals around us, we have had to place increasing reliance on institutions to provide equal opportunity and to ensure equal access to participation and support. In this society, the attainment of equity has to move far beyond simply the mere provision of access. It must move into actionary and affirmative efforts in order to achieve educational equity.

With respect to educational equity, many of the recent efforts have been initiated and supported by the federal government for us. The proposal of President Reagan to take federal programs, including the desegregation-related programs (and when I use "desegregation" I am referring to race, sex, and national origin), and place them in block grants that would go to state and local education agencies, would modify the role of the federal government dramatically. Although the federal government would continue to provide research, technical assistance, and support, the primary responsibilities for equity efforts would shift to state and local education agencies. This shift provides new leadership opportunities for state and local leaders, and it suggests that our current priorities may need to be modified.

Now, this shift in federal policy did not come about in a vacuum. It is part of a whole series of things that are going on in our society, and I think it is important that we look at some of these trends and begin to see what impact they have on educational programs. Several weeks ago, I had the opportunity to examine some of the work of a social scientist by the name of John Nasbeth, who documents social change in society by an analysis of themes that are portrayed in daily newspapers. During World War II, he did content analysis of the newspapers of Germany and Japan and was able to provide some pretty good information in terms of the thoughts of society and the changes in direction of things that were going to go on. This content analysis technique assumes

that newspapers are the best source of local community action, and what is prepared each day is a continuing stream of information on shifting priorities, values, expectations, and demands of the community or the society.

Nasbeth assumes that societies are like individuals—that they can only juggle so many problems at one time, and that changes are reflected as we attempt to identify the priorities for competing social concerns. He has identified a number of what he calls "megatrends" that are part of the driving force in our society today. It seems to me that these have clear implications not only for education but for educational equity. These include the following: The first one is clear—decentralization. During the past decades, we have seen continuing growth of institutions and the centralization of governmental functions at the federal level. That has been true in corporations and has been true in education. We have seen it throughout all of our institutions. Perhaps there is no area where the federal government has been more involved than in equity. Citizens tired of years of attempting to change the status quo of past patterns of racism and sexism turn to the federal courts and the Congress as the vehicles for change. Federal legislation, judicial mandates, federal funds, and federal enforcement efforts have provided a major framework for the attainment of equity. Today this trend is changing, and our society is creating decentralized alternatives to almost every form of centralization. Problem-solving is becoming increasingly localized. President Reagan's proposal for block grants is a tangible example of this trend in education. Our efforts for educational equity must turn to the state and local levels, to the passage of state and local laws and policies, to the development of a greater monitoring and enforcement capability at the state level, and the development of commitment and skills for delivering quality equitable services at those levels.

Another megatrend that has been identified is deinstitutionalization. Many of our traditional institutions are being dismantled and reshaped. Increasingly, the basic assumptions that once described the responsibilities of the institution are being changed. Perhaps there is no place where this is more apparent than in the area of vocational education. The institution of vocational education was originally conceived as an institution to provide job skills. Now we see vocational education being used basically and reshaped as a means of dealing with the larger issues of society—of encouraging the skills development of groups previously excluded in our society. And vocational educators' needs have expanded considerably. No longer is it enough to know how to teach someone a skill that can be used in a trade. Vocational education has had to incorporate complex management skills—managing the assessment of community needs, adapting programs, developing community outreach and interpretation, and preparing nontraditional students in vocational education programs.

One aspect of this deinstitutionalization of education is obviously going to be the reduction of available funds. The financial crunch faced by public schools today will be substantial, and the major impact of cutbacks for equity programs will not be realized until 1982. These funds are going to have to be secured from state and local sources if the services currently provided are to be maintained. Another part that I think is very clear in the equity issue of deinstitutionalization is clear in the growth of private schools. Perhaps one of the things that is most surprising is that the block grants must be shared with private schools, which would mean that we would be essentially taking the funds currently available and distributing them to approximately an additional ten percent of the population. In one sense it is easy for some of us to weigh why are we doing this; on the other hand it seems to me that there are some legitimate reasons that the private schools are making a great inroad. Citizens are going to continue to demand that if public schools cannot begin to meet the needs and cannot provide for the needs as they see them, they will turn to private schools.

My great fear, parenthetically, is that we may find ourselves in the situation of dual systems once again. The new dual systems will be the poor and minorities in public schools and the middle class in private schools. I think that is the great danger of that whole trend.

By the way, I hope that none of you think I am endorsing a trend, but I do think we have to look at it from the reality point and begin to say that obviously every trend has some driving force behind it. If we are going to deal with it, we are going to have to figure out some way of dealing with that driving force if we are going to be realistic about bringing about change and preserving some of the things we want to preserve.

Another trend that I find fascinating, and I have seen very little written in the area of vocational education (perhaps I am just not familiar with the literature), is a trend that Nasbeth has called the information economy, a more profound change than the shift in the 19th century from an agricultural economy to an industrial economy. Is our current shift from an industrial base to an informational base? In 1950 65 percent of the people working in this country were employed in the industrial sector. Today that figure is only 30 percent. Today 55 percent of American workers are information workers, those workers who are paid to process data or information.

In one of his articles Nasbeth does a very interesting thing. He says that the history of America could be described by three occupations—farmer, laborer, and clerk. That is basically what we can see the majority of our population focusing on in the past, and we can certainly see that it is going to have some effect in the future.

By the way, the strategic resource in an industrial society was capital. The strategic resource in an information society is knowledge or data, as it is not only renewable but self-generating. I would just like to point out to you that something that struck me very much in the past few weeks has been the introduction of microcomputers in almost every phase of the economy. What I have said sometimes is the "Bob Cratchit" style of federal management of grants. It is beginning to affect even that, and I think that we in education have had kind of a feeling that if we ignored it and put our head in the sand long enough, this would all go away. I don't think it is going to go away. We are going to have to look at technology not only as a means of training students, but also as a means of learning those skills ourselves. Now why should that be very important to equity?

Every time you have development in a new sector, you open up opportunities for trained people, and it doesn't matter whether those people are minorities or women or white males or whatever. The point of it is that you need trained people. As we see an expansion of this information economy, we can see the direction of job training programs. And I would hope in the emergence of what is now becoming a major part of our sector, since the pattern of job holders is not fixed, that we can begin to make sure that we place additional efforts in preparing minorities and women to make sure that they are trained and ready to go into the new jobs that are going to be emerging in these areas.

Another trend true of American society is what we call multiple options. And this is certainly true of Americans, probably more than any other society. Americans have a great need for variety and alternatives or situations where individual choice is maximized. Irving Goffman wrote a book several years ago that fascinated me because the whole thesis of the book was that there weren't too many things that are really new in life and that each of us struggled and spent all of this time in life putting our little stamp of individuality on our surroundings and on what we do, and finding something that will preserve the individual nature of our contribution. I think that has always been a great value of American life. A friend of mine who went to China recently could not get over the fact that there is almost no concern over the fact that everyone wears the same type of clothing. It is almost a uniform that is a part of society and is not a problem for them. In the United States, I would suggest that that would be a real issue for us because we have been accustomed to the idea of doing our own thing, and that is a very important thing for us.

In education we see this trend in the expansion of alternative schools and private schools. The trend may be negative to equity insofar as it facilitates segregation on the basis of race or sex, but it can also be a positive thing in terms of using it as a means of desegregation. Magnet schools (including vocational education) are key examples of

how these can be used very positively. The provision of specialized curriculum and educational services that can enhance children's opportunities is a powerful tool for educational equity.

I have to give you a happy story, because there are some that are not as happy, but one of the schools that I am proudest of that is funded by our program is a magnet school in East Harlem. Now as some of you know, the climate of the educational community in New York is far from ideal. The population of East Harlem is not exactly what we would consider to be the highest academic group. However, there is a magnet school (a science magnet) that was recently named as one of the ten best schools in New York and that considers the private schools in New York. The racial composition of the community is about 98 percent minority, primarily Puerto Rican. The racial composition of the school is about 65 percent minority, and what that school has been able to do is to attract the children of professionals. There is a zone of hospitals near the area of the school, so they have an integrated experience that is tremendous. I thought to myself, I wonder how in the middle of East Harlem could this thing be so successful, and then I met the superintendent and staff. The Puerto Rican staff are probably the most charismatic people I have ever met in my life. They are just incredible. You cannot help but walk into the room with them and help them and become excited at what they are doing. When they talk about it, you feel it. You walk into the school, and it is clear that people care for kids, people are supporting them, and they believe those kids are going to achieve. And they are achieving at a very, very high level. I think it does demonstrate the fact that we can use these alternative methods for achieving many of the goals of equity.

I want to give you one other "positive" that came out. In Tucson we have had a number of problems with the desegregation efforts. In visiting with some people at the University of Tucson, all of whom are professors or doctors of the medical school, they said to me that they were delighted with the desegregation plan, because they had taken their kids out of the gifted program in that area to put them in the magnet school because they were getting a better education. I think what it demonstrates clearly is that people really don't care who they go to school with if they are getting a good educational product. We have to make sure that quality education is the basis for educational equity and that it is something that we have oftentimes overlooked—that quality education, whether they are in racially isolated schools or whether they are in integrated schools, is the key to equity.

Another trend is the trend that Nasbeth calls the organization person/entrepreneurship. He sees this in industry, and his comments were primarily along industry's line, where long established managerial patterns were being replaced by those that seek and reward entrepreneurship. Hierarchies in various organizations are being

restructured to accommodate a horizontal organization of small innovative entrepreneurial groups. If you have been reading the literature in education last fall, it becomes obvious we are seeing this in education. Every journal that I have picked up has been talking about the return of the importance of the building principal. The focus moves clearly from the central office building to the building principal. Individual accountability of competency is viewed as a means of improving the education services. This emphasis on competency can be a very positive force to educational equity in that stereotypes can be overcome by objectives—competency majors. However, it requires that those who have responsibility for training, either administrators or teachers, make sure that we include the relevant skills. For example, one of the key competencies to be included in accountability efforts is the ability to work effectively with diverse populations and to begin to work with persons who are different than ourselves.

In summary I think that the scenario we might predict for the future, and this is very, very "iffy," would include—

- a diminution of the involvement of the federal role with the corresponding increase in the responsibility of the state and local agencies.
- a change in the basic structure of public education institutions as we have known them. This is likely to result in a greater diversity of educational programs and a substantial reduction of available resources.
- a continuing expansion of private schools. The proposals for making block grants from services available to private schools and for tuition tax credit are likely to result in a considerable expansion of the private schools.
- a continuing shift in the nature of available jobs, especially those in the information economy, and the opportunity for qualified persons to enter these jobs.
- an expansion of the demand for greater alternatives in education.
- the emergence of new competency requirements for teachers and administrators, and the demands for application of management principles in all aspects of education.
- the dissolution of many of the traditional equity rationales for equity.

Those trends are likely to be disturbing to those of you who have been involved in equity efforts, considering the slowness and the fact that difficulties will be increased. The federal presence in the past has served a unique purpose. It may have been a catalyst with unique properties and capabilities. Now, however, the needs have

changed, and the benefits accrued through federal appropriations and leadership can be replaced by other sources of leadership, notably trained individuals and state and local education agencies and education associations. This transition to new sources of leadership will not be easy. There will be gaps, and there will be a changing of priorities. Most importantly, there will be less money to continue some of the work that has been done and to continue some of the efforts for which we had great hopes and concerns.

As these things occur, it will be very easy for us to become discouraged, to lean on past accomplishments, and to lower our expectations. If this were to happen, it would be likely to have far greater impact than the reduction of funds, as ultimately it is the people that make the difference, not money. To ensure that the work we have completed can achieve the maximum effect, there are a number of general components and functions that must continue to be performed, and each of us must figure out ways that we can provide those. These will certainly be less centralized and more informal. The components that are necessary for any change are the following:

- We have to have a consensus regarding the importance of the problem and a rationale for it.
- We have to have some understanding as to how we actually operationalize (my husband would scream to hear that word) or how we make the kinds of equity programs operational in school.
- We have to have specific goals to know where we are going.
- We must have models, and we have to spend time in developing what I refer to as the "nitty-gritty" models of how do you do these things.
- We must ensure that we continue to allocate state and local funds for equity purposes.
- We certainly have to do a great deal more work in terms of the training of educational personnel, because ultimately they are the deliverers of educational equity.
- And last, but not least, we are going to have to have systems of reinforcement and hope for people working in the field.

Building a new consensus on equity, it seems to me that we have to redouble our efforts to develop a consensus regarding the need for equity among administrators, legislators, students, parents, and anyone we can find. Consensus building may require new strategies, but we can do that by interpreting, with other educators and with the

community, the relationship between the achievement of quality and equity in our society. I personally believe that the only way that persons would be willing to "buy equity concerns" is if it is demonstrated that it is an innate part of quality education. There seems to be one rationale for equity that we need to be pushing a great deal more. This is the rationale of the need for high quality, equitable education. That will only be achieved when all students, females and males, all racial, ethnic, and socio-economic groups are provided with an education that equips them with the highest level basic verbal and mathematical skills consistent with their individual ability. It is important that we emphasize the basic skills because they are important for all groups. There is no way we can compete in the world in terms of groups that have traditionally been underrepresented if they do not have those skills.

Another part of quality education is to prepare them for lifelong employment as economically self-sufficient members of the paid work force. Another thing that we have to do is to prepare them to assume the responsibilities of home and family maintenance, including the day-to-day rearing of children and the provision of support for other family members.

Another thing we have to do is to provide them the skills and attitudes necessary for working cooperatively with both the same sex and the opposite sex in the paid work force and in the home. We need to enable them to recognize and respect the historical experiences and contributions and the current concerns and perspectives of different racial, ethnic, cultural, and family backgrounds and people from those backgorunds. We need to enable them to explore and recognize their individual abilities, needs, and values and to make academic, career, and personal decisions that are consistent with self-knowledge and informed understanding of society and the changes in the society.

And last, but not least, a quality education would equip students with the flexibility and self-confidence that would enable them to cope with the rapidly changing society through continuing adult learning and growth.

It seems to me that we are going to have to develop our own rationales. We are going to have to find a different rationale for each group and, as you could tell by some of the things that I was outlining, I think that we have had our attention called to some traditional values that we may not have been articulating or defending as strongly as we might. We may have to be considering the need to return to what is legitimate in those areas and the fact that they are an important part of society. In terms of increasing understanding, we must continue research and documentation efforts. The only thing that is going to convince anyone in this world of diminishing resources is data, and it is going to have to be a "show me" attitude. I have just had

my sessions with OMB, and I can assure you that is the case. We can work through documented programs and show positive outcomes to make sure that we help people understand that the cost that may accompany equity efforts is worth it. In fact, the cost means savings down the road because the cost in the long-term is often much greater than it would be currently. In articulating goals, one of the things that is going to be ironic for many of us in the area of equity is that for years, we have been trying to pull out equity goals, and we have been trying to develop a separate kind of movement so that we could give the proper attention to equity things. Now what we may have to be doing is restating equity goals in an infusion model. The goals that we are going to have to begin to state must be meaningful to ongoing state and local programs. Those are going to be meaningful when they are specific. One of the ways that we could infuse them, for example, is to make sure that equity goals are included in competency programs, accreditation programs, and teacher training programs, and in the general standards for schools, etc. Another thing that we have to do is constantly develop "how to" models. The National Center has developed a number of them. Louise Vetter has worked on this for a long time, and I think of some of the times we have shared some struggles over developing "how to" models. But those are always needed, because oftentimes we don't achieve—not because anyone is resisting it, but because no one knows exactly how to do it. The more we can provide in the way of management skills and models for people, the more likely it is going to happen, particularly at state and local levels.

Another thing we have to do is to obtain and allocate financial and human resources. There is no doubt that funds will be reduced, but there *will* be funds available. The difference is that they will be funneled through state and local sources. In some ways, they can be used with even greater flexibility than we have used them in the past. We are going to have to take the initiative and make sure that those funds are also used in ways that are consistent with achieving equity and that equity concerns are not overlooked. My favorite subject in the world is increasing the capabilities and skills of educational personnel. If educational personnel will assume responsibility for equity programs, they must have the skills for the successful performance of their jobs. We need to improve our training efforts. Training must be more direct, and it must be focused on skills. In the past much of our training has consisted primarily of giving awareness and information. Our task now is to go back to educators with specific skills that are servable, measurable, and incorporated in the daily practices. It seems to me it would be very easy to develop a training model following those criteria for quality education that could be very behavioral and could be skills-oriented so that we can ensure that it is operational in the classroom. Each of us needs to work to ensure that training is provided, and that it is provided in a progressive and sequential fashion that can lead to the development of awareness and the acquisition of concrete job-related equity skills andscompetencies. Once again, I think that much of the

money we spend on training is certainly not used as effectively as it might be. What we do is start at square A over and over again and we never get to square B or C or D. What we need to have are progressive sequential programs where we take people beyond what they already know and move them to the next level.

Last, but not least (and this may be the most difficult), we have to develop and maintain monitoring and reinforcing systems. Working to achieve equity is always a long-term, difficult process. The stresses and strains inherent in any change process will be intensified by the competing demands during the next years. In spite of some of the difficulties ahead of us it is essential that we provide continuing support and reinforcement for individuals making positive efforts for the continuing involvement of all effective individuals in problem identification and resolutions. We must work to instill equity in monitoring and planning components for existing management systems. I think we are going to see a tremendous amount of responsibility placed on state agencies for the monitoring of schools and for taking over many of the functions that we have traditionally thought of as being related to compliance with Civil Rights Laws.

You have heard me say this, but I would like to bring it up again, because I use it at times when my mind is discouraged. That is the whole concept that any change requires three things. Basically what I have been doing has been trying to specify some of the components of those three. I think that equity or any other change movement requires, first of all, a sense of direction or mission. Our mission hasn't changed that much. We will know that basically what we want is quality education for all children. That mission remains constant and must be the same to keep us going. The second thing that we need is empowerment. That means that we need people with skills. Too few people working in the equity movement have subjected themselves to learning the hard skills of data collection, data analysis, and management. Some of these things that we do not traditionally like to do, and I would suggest that over the next year, all of us are going to be sorely tested by pressing our own learning. If I can begin to learn Spanish, and I can begin to learn something about computers and my staff can, believe me—it can be done any place. I would point out that there are all kinds of empowerment issues that all of us need to work on to continue our own learning.

And last, but not least (this may be the most difficult thing, and I think could be the most devastating thing for the future), we need to maintain a sense of hope. That can only happen when we reach out to one another, when we realize we don't have the luxuries of some of the petty disagreements that may have characterized the past, and that we understand that we are going to have to build new coalitions and new networks with other people. It has been very comforting for many of us to look to people we know who are like us and who agree with us, and to come back and find some renewal and some sustaining force when we have that. And today will be a time

for that, but it is equally important that we reach out to new groups, that we understand that we have something to learn from them, that we understand that basically we are in it together. There is no way that anyone will escape the impact of these changes. I think it is essential that we continue to bring our expertise, our influence, our support to supporting the quest for equity. Several months ago we watched Voyager map outer space; and as I watched this and other similar space explorations map the galaxy, I am reminded of the miracle of the universe and the certainty of continued change. Perhaps the Voyager mapping the galaxy can be an inspiration to us. We can, in fact, change efforts; we can select part of our future. We must take joy in what we have achieved in the past, but we must not fear or reject the fear of the future. And for all of us, perhaps the very miracle of our lives and our experience is not what we cannot do, but the fact that we are such specks in this vast universe and we are so unimportant in the systems of institutions and groups in terms of individual influence. Despite all of that, each of us individually can exert tremendous positive influence over the lives of others and the children we serve.

We are working to bring about change, to develop our own skills and our own learning, and to continue to hone and refine our own professional skills. That is what education is all about, and I think it is how we provide the leadership which is going to be sorely needed in the days ahead.

## PART II

### The Justice of Equity

**About the Speaker:**

Samuel Dewitt Proctor is Professor of Education in the Graduate School of Education in the Graduate School of Education at Rutgers University, where he also holds the Martin Luther King Memorial Chair in Education. He is an alumnus of Virginia Union University, the Crosier Seminary, and Boston University. Although his career began as a Baptist minister, he later turned to teaching and became a dean at Virginia Union University.

Dr. Proctor served as president of Virginia Union University and North Carolina A & T State University. He has also held administrative positions with the Peace Corps in Nigeria and Washington, the National Council of Churches, the Office of Economic Opportunity, the Institute for Services to Education, and the University of Wisconsin.

Dr. Proctor has traveled in the Far East and the Arab nations; in Eastern Europe and the Soviet Union; in West Africa; in Western Europe and Israel; in East and North Africa; Australia, New Zealand, and the South Pacific.

He is a member of the governing boards of the United Negro College Fund; Meharry Medical College, Tennessee; Overseas Development Council; Middlesex General Hospital, New Jersey; the Council for Religion and International Affairs; and the National Institute of Health's Advisory Committee on Recombinant DNA Research. Dr. Proctor also serves as Senior Minister of the Abyssinian Baptist Church of New York City.

He is the author of *The Young Negro in America 1960-80,* published by the Association Press, 1966. In 1964, he was presented an Outstanding Alumnus Award

at Boston University and, in 1966, a Distinguished Service Award by the State University of New York at Plattsburgh. He has been awarded honorary doctoral degrees by Atlanta University, Bryant College, Bucknell University, Central Michigan State University, Coe College, Davidson College, Dillard University, Fisk University, Howard University, North Carolina A & T State University, Ottawa University, Rider College, St. Peter's College, Stillman College University of Maryland, University of Rhode Island, Virginia Union University, and Wilberforce University.

## Transcription of
## "The Justice of Equity"*

I am very grateful for the privilege of being here at this Equity Colloquium. I have been privileged to meet some wonderful people, among whom, of course, are the staff and the leadership of this National Center. I have heard a great deal about the National Center, but this is my first visit. I am close to the vocational technical education people at Rutgers, and many of them have spent considerable time here. I think that the staff and the leadership have succeeded in providing an atmosphere for us to have free and unfettered, unthreatening discussions. This is always so beneficial. They have also succeeded in bringing together a group that seems to me to be prepared for this kind of discussion. I am very grateful for that.

You heard it said that my background has been in both theology and in education. I have shuttled back and forth between these two areas of endeavor for all of these years. Sometimes when I am in a role like this, talking about a topic that straddles both fields, I remind myself of W.E.B. DuBois when he went to Atlanta University to become a professor. He had a Ph.D. from Harvard, and he knew he was going to a church-related college; but at that time, he had given up on his faith in God. The college required everybody to pray at the faculty meeting. It was a hard rule, and nobody was allowed to escape. DuBois wanted to be loyal to his own conscience and deal strictly with history and sociology. But he also wanted a job, so he had to do something about this praying business at the faculty meeting. They prayed in alphabetical order, so it did not take long to get to the D's. The night came. President Hoke stood and asked Dr. DuBois to lead the faculty in prayer. DuBois was not ready for confrontation at that early point in his career. Also, in those days you could not have a Harvard Ph.D. and believe in God! Something had to give. He was the first black Ph.D. from Harvard, and you know this was not an easy matter for him to deal with. So, he

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* This transcription of a tape-recorded speech is unedited and is as accurate as possible.

decided to fudge the whole thing. He decided to get up and act like he was praying, so he mumbled. He stood up and assumed the posture of prayer and said to the faculty, "Let us pray." Everyone bowed his or her head and with closed eyes began to wait for his prayer. But he went on, "mmmmmmmmmmmmmmmmm" and he put a little tone in it, you know, up and down, "mmmmmmmmmmmm." But when you are mumbling you don't remember how long you have been mumbling because you don't have any reminders—no semicolons, no periods, no commas, just mumbling. So he mumbled too long. Dr. Hoke in those days wore the same costume that all college presidents wore—long black coats, little skinny pants, little skinny bow tie and celluloid collar, and two little buttons on the back with a split in the tail. They all looked like morticians. He just stood straight up, looked out on the faculty with the whole faculty looking right in his green eyes, and he looked back at them. DuBois had his eyes closed, still mumbling, "mmmmmmmmm," and the faculty wanted to know who was going to win. How could the president allow this young upstart from Harvard to take over Atlanta University overnight? Dr. Hoke wanted to know what his position with the faculty would be if he let him get away with this. So the stand-off had to end some kind of way, and Dr. Hoke decided to clear his voice and pierce the silence by saying to Dr. DuBois, "Professor DuBois, the faculty cannot hear you," whereupon DuBois with his head still bowed said, "Dr. Hoke, I'm not praying to the faculty!"

I want to speak to you on the justice of the idea of equity. It seems apparent to everyone that these are not the most promising days for the movement toward equity in America. We seem to have run into moral fatigue on this one. We could all be very wrong, but the early conclusion on this administration is that matters of equity are far from its highest priority. Moreover, it appears that the gains made over the past twenty years seem to be in great jeopardy. None of this is being done in the name of blatant and unmitigated racism. No, this is done in the interest of a balanced budget, relief from excessive government regulation, and a further two billion dollar increase in missile production. The President has pledged to carry out promises made in his campaign—promises on which he won a landslide victory. Meanwhile, here we are spending two days discussing the issue of equity. Even without the prevailing political atmosphere, I would say that the achievement of equity would be a difficult challenge in any case. We are all socialized in a culture that emphasizes competition and material success rather than cooperation and sacrifice. We have been socialized, to identify a known advantage to seize upon it, to cling to it without sharing it and without losing it. We are now facing a shortage of fossil fuels, and on the verge of almost every economy, a shortage of money, a shortage of jobs, and a diminution of hope. The drive toward security keeps us obsessed with our own gains and losses. Moreover, the class structure in our country, compounded by the overrepresentation of minorities in the lower classes, conditions us to accept those easy cliches and rumors that remove our guilt.

Now despite these compelling factors, we still meet here with a commitment to a pluralistic society that is free; we cherish the ideals of democracy and participation. We have set ourselves before the world as the fortress of democracy and liberty. We are more than a hundred years distant from our bloody Civil War that tested the very fabric of this nation. We have covered a great deal of costly ground from the social and moral dehumanization of the slave system. So much of the legal basis for segregation, and racial discrimination, and inequality has been removed. Given that no other nation in the world has had a challenge exactly like this, and therefore, no precedent is available to guide us, we have only our own moral and spiritual insights and resources to lean upon. So if we have any hope at all, it would have to begin with a reaffirmation of certain minimal basic human values, values embraced in our age-old Judeo-Christian heritage, values derived from our understanding of the unique supremacy of homo sapiens, from our democratic heritage, and from our cultural emphasis upon the well-being of persons, the affirmation of life and life in abundance. The idea of dignity and worth of persons has come down to us from the ancient Hebrew concept of an ethical deity, one who made a world out of nothing, and yet one who entered into a coveted relationship with finite persons in a fixed temporal-spatial dimension. In the Christian continuum, this God also knew the number of the hairs on everyone's head and knew every sparrow that fell to the ground. From this historic faith-hypothesis has flowed a stream of human values, care of the sick and the infirm, concern for children and the elderly, protection for the poor, the weak, and the powerless. But this notion of human worth has secular sources as well. In the Greek accent on human reason, in the stoic ideal of man's harmony with nature, in renaissance humanism, and in the emergence of natural law governing both physical as well as moral relationships. The advancement of science has accentuated this distinctiveness, revealing the size and the magnificence of the human brain, the infinite uses of human imagination, and the widening distance between homo sapiens and the next highest primate. Recently, Carl Sagan at Cornell and Jastrow up at Dartmouth have written popular, easily read books that have brought all of this home to us with fresh insight. These views, along with the emphasis on liberty and freedom fostered by the Protestant Reformation and the French thinkers of the Enlightenment, all found their finest unparalleled expression in the Declaration of Independence and in the United States Constitution. These are watershed documents for the entire human race, far ahead of the commitment of their drafters, many of whom were slaveholders. So, in addition to the religious and biological foundations for the idea of the dignity of man, our long pursuit of the ideal of our Constitution has given us a social experience that justifies our highest expectations on the one hand, and that condemns our failure and our hypocrisy on the other.

There is a fourth basis for our belief in the dignity of persons. It is a visceral, existential basis. We have lived with this supremacy and with this worth and dignity,

with our abundance here in America, with our scientific achievements; we have harnessed nature, and we feel it. We do open-heart surgery, and we exchange vital organs. We have defied gravity. We make these space explorations at will. With firepower, we push beyond gravity's pull toward the center of the earth. We have fought the planet. We unlocked the secret of dioxyribonucleic acid in our genetic research. We made nuclear power our servant. These things have happened in our lifetime, and they speak with such clarity and poignancy regarding the supremacy of mankind. It is the reaffirmation of this dignity that lies at the heart of the idea of equity—seeing worth in every person, recognizing potential, removing arbitrary impediments, taking the meanness and the hatred out of our relationships, outliving our tribalistic fears, acknowledging our common destiny, finding our fulfillment in helping others to realize their own fulfillment, and enriching the human community with our concern, as we have heard it expressed so often here these two days. This reaffirmation has to be a perpetual thing. Our ideas wane and die if they are not celebrated. Professor Bayland of Harvard spent many years researching the tracts, sermons, prayers, and speeches that he found in the literature prior to the great Revolution. His little book, *The Ideological Origins of the Declaration of Independence,* reveals to us that the ideas didn't just drop down from Rousseau and Locke in one package. These ideas found expression in the way people prayed and the way they sang, in the poetry they quoted, and the hymns they wrote. Bayland has laid all of this out for us to help us to understand that these great ideas came to us with a price.

Persons were burned at the stake; John Hauss was dipped in tallow at the square in Constance and burned alive because he dared to translate the Bible into the Bohemian tongue. Charles I was beheaded. So, they are expensive ideas; they have cost a great deal, and they have to be celebrated, talked about; we have to light candles to them and chant and march and sing and ring bells, or else they die. Then beyond the reaffirmation of these minimal human values, consider the importance of working for a moral and political consensus resting upon these values. You and I know, because we have seen it all too often, that sometimes legislation goes far beyond the political consensus and sometimes the political consensus goes beyond the legislation. They are not all moving at an even cadence. When we discover that we have the legislation without the consensus, there is time for people of good will to go about trying to build the consensus. We have talked about this a great deal. This consensus must rest upon an understanding of the historical roots of the inner quality that thrives amongst us and the sources of the prejudices that will not let us go.

I am appalled at the lack of knowledge regarding the circumstances that led up to this moment. Among my friends, I am constantly being reminded that education for most white persons simply did not deal with this matter with any thoroughness at all. Therefore I am not surprised at some of the things that people think and feel. When

I was in college they required me, in the black private college in Virginia, to take a course called History 222, the history of the negro in American History, a big 700-page red-backed book by Carter G. Woodson. We practically had to memorize it. Then we had to take Literature 321. This was way back before the flood; nobody marched and sang about black studies; this was just required of us. Our teachers thought we needed to have it. It was not in the curriculum of the schools, but we had it. We had to take negro literature. We started with Phyllis Wheatley and we came all the way through to Margaret Walker's poem entitled "To My People," and the book called "The Negro Caravan." We practically had to memorize that book as well. So, I could take for granted a certain sequence of historic events and the development of certain ideas and attitudes. But then when I got into graduate school and found a professor of sociology at the University of Pennsylvania who would open every class session with a nigger joke, I felt like crawling through the floor or going up and slapping him. This man has written books. I won't call his name; that's not kind. He was probably innocent in some respects, but he thought that it was his place to start the class off by laughing with some very demeaning and insulting joke about his maid, his gardener, or some black person whom he had encountered. I sat through that for a year.

I think that we are at stage five, in a five-stage development, and having a pattern of this development in mind helps us so much to understand where we are. That first stage that I call the stage of disintegration was a short period (1865 to 1875) when black folk were free on the streets—when there was not any education available for them and when their teachers were being run out of town. They tried to start Waylon Academy in Washington, D.C.; they burned down the first three buildings. They killed the Richmond American Baptist Home Mission Society when they tried to buy property for Virginia Union University, sell or rent the property to conduct a school for recently emancipated freedmen. They bought a jail called Lumpkins' Jail on 17th Street in Richmond. The jail had five buildings. One was a tavern, where the slave traders sat and drank half the night while waiting for the slave auction to begin the next day. Another building was the home of the slave trader who lived there all the time. Then, there was a little hotel where the people lived until they got the right price for their slaves. Then, they had two cell blocks, one for the female and one for the male slaves. These five buildings standing on the 17th Street bottom of Richmond, Virginia, were purchased by the American Baptist Home Mission Society and converted into a college. Here buildings connected into a college and that was the beginning of the school where I was educated. Nothing else was available but Lumpkin's Jail. This was a bitter period, black folk had no money, no names. They had first names but no last names. Many of them took last names like Washington, after the first president. But after 1875 the second period began, the period of survival and acculturation. A period of accommodations—call it what you will, but the period during which black people came from the stand that there was no place for them in the

Bahamas, in Jamaica. There was no place for them in Africa. They had been here 250 years. They had forgotten their African languages, their African religion, their African culture. They were quasi-initiates into the southern Protestant Anglo-Saxon culture. "Quasi," they copied all of the institutions of the white south, with Methodist rituals in the Methodist churches. They even set up Greek letter fraternities, and who needs those? They saw the white fellows beating each other with boards and getting drunk and chasing prostitutes in the name of old Pi Eta Pi, and they decided to do the same thing themselves. When I see the names of the five or six black Greek letter fraternities or sororities, I marvel at that. This illustrates the detail to which black people went looking for approval. If you really want to see something interesting, go back and find one of the commencement programs or one of the founder's day programs of one of those black colleges around 1880. Look at the music they sang—German, Italian, Latin—any kind but their own. They tried to impress their neighbors that they were intelligent and confident. Look at the curriculum at some of those schools, Latin, Greek, Hebrew! People right out of slavery! All of this was done in a kind of a vain effort to say to the larger population, we can do it if you will let us. Educational opportunities very scarce, colleges closed their doors to them. This period lasted and lasted and then was followed by a period of alienation. I would say it began in 1896 with the Presser-Ferguson Decision, but it really crystallized in the Woodrow Wilson era when black folk were turned down flat, when they went to this former Princeton president, former governor of New Jersey, and asked him if he would give them some relief from this persecution by the clan. Woodrow Wilson wouldn't hear of it. They thought the Democrats would save them from this punishment, but when they voted Democratic in the election that brought Wilson in, they were then turned down. A long period of suffering followed in 1921; 40,000 clansmen were privileged to march right down Pennsylvania Avenue in Washington, D.C. During this period of what I am calling alienation, I spent my boyhood. Some of the things I remember are unbelievable today. I was not allowed to go into the public library. I was not allowed in the city park except on Tuesday. It seemed that any kind of sign that they could put up to remind me of my diminished status as a person was found and nailed up somewhere. Everywhere I went I had to be cautious that I was in the right place for the "colored." Imagine growing up like that, and I'm not that old. I remember we could not join the apprentice program in Norfolk sponsored by the United States government, "for which it stands, with liberty and justice for all." We were barred from it, just arbitrarily barred—"No niggers allowed," that's what they told us. So the NAACP sued. We took the test, we made high marks on the test and we were selected. One day in Shop 11 when I was a shipbuilder's apprentice, I went to get a drink of water from the wall fountain, and it had two faucets. I am right-handed. I went to the right-handed faucet to get a nice right-handed drink of water and somebody hollered, "Hey, that ain't your faucet, boy!" I said, "I am right-handed." He said, "But you're colored." I had to turn around and get a left-handed

drink of water. You know what a spring is like in the navy yard. You can't control that with your left hand unless you're left-handed—water all over my face. In fact, all the black men in Shop 11 were drying all the time with water just all over the place. I have often thought about that. I thought about an engineer working for the Navy at that time—somebody from the naval academy, or VPI, or Georgia Tech, or Maryland, MIT, or wherever—imagine somebody saying, "We want to build a new Shop 11 building down there, and we have got to do it right. Don't forget, we have to put everything in there that we can to remind the colored that they are not welcome there. Make separate toilets, separate everything, and anything else you can think of. Put that in there separate too. I can see an engineer right now sitting down, working on this idea and convincing himself that if he can come up with something new that no one had thought of, it would be a little promotion, a little approval, applause, or whatever. I don't know who thought of it. I don't know how it came to his mind, but, "One more thing I can add is a water fountain, so whenever they go to get water in a dusty shipfitters shop, they ought to be reminded once again of this inferiority."

When I finished high school without money to go to college in the Great Depression, I tried to get in the Navy band. I played the clarinet. In fact, my daddy made everyone play a musical instrument. My brother was coming out too, and he was playing the tuba, the base violin, and the piano, so we both decided that we—well, he waited one semester for me—we signed up. We had visions of going in the Navy, traveling around the world. $28.00 a month, free room and board, you know. Save $20.00 and have a ball off $8.00 a month. I have the little letter right now. I don't know whether to show it to my children or not. A letter from the Navy saying, "We regret very much that the Navy does not yet have any colored musical aggregations. We are not accepting colored applications to the regular musical aggregations." That was the United States Navy, recruiting musicians on the street, in the post office. We went down there, and we were told that. Now one would say more of that kind of thing, and you would lose your mind. You don't lose your mind, but some of you psychologists could help to develop all of those defense mechanisms that permit you to survive. Coming out of this alienation period from 1950 (and I call it to 1955), black folk went to the courts with the Roosevelt Supreme Court, and we had great victories—39 of them in a row until we got to the 1954 decision, which was number 40. One of the first cases was the salary equalization case. My biology teacher, Eileen Black, didn't show up for school one day. "Where is Miss Black?" "She's in court today." "For what?" "She's suing the Norfolk City School Board." She never came back; they fired her that very day. Rupert Piker, principal of an elementary school in Newport News, Virginia, went to court—fired the next morning. Lutro Palmer, principal of Huntington High School, went to court—fired. These people had master's degrees from Michigan and Columbia, but their salaries were one-half of that of the

white salaries, and so these lawsuits continued. Now we finally got the ultimate lawsuit in 1955—54—and this was the end of legal segregation and the end of the basis for legal racial discrimination. Much has followed since that time, but what does that mean? It means that we are now on the threshhold of the fifth period. I call it the period of reintegration. Reintegration, yes, coming back into the mainstream of society. When were you there before? We were there; we were there before as slaves in the midst of the mainstream; we were not somewhere distant, we were right there peeling the potatoes, chopping the cotton, cutting the tobacco, making the biscuits, and nursing the babies. The significance of that is that we were so close to the center that we absorbed the culture entirely and knew no other culture but that. Now after all of this separation behind the wall, we seek to come back to the center—but as full participants with equality and with justice. Now it is impossible for anyone to judge what it will take to erase the stigma, the prejudices, the assumptions, and to install the institutions and the programs that will correct this awful past. It is fair and just that these be done, and in order for one to understand the justice of it, one has to know this outline that I have just set before you. Bringing this closer—the implications for education and for teachers in vocational technical education especially—it will call for a level of professionalism that reaches beyond concern for accreditation, and certification, salaries, lead policies, tenure, parking privileges, and things like that. When I say professionalism, I mean being competent to deal with issues of equity and issues of equal opportunity with great skill. It means knowing this past that I've talked about, because without that you are just a lot of professionals. You do not know your client well enough. There is a distance between you and the person you are there to serve. Understanding the socio-economic background against which educational enterprises take place in our country is essential. This is a professional requirement, and no teacher education program can be forgiven for leaving this out of the requirements for the degree. It is costing us enormously in this society with all of these millions of young people being driven out of school without being trained, and then privileged people sending their children to private schools because we do not have the skill to work with the population that does present itself to us in the public schools. It is also true that many of us are placing an awfully heavy burden on the young people themselves because of our lack of sophistication about the nature of our society. There is a good book called *Schooling in Capitalist America.* You may not agree with all of it, and I certainly do not agree with the conclusions of it, but what they did do was to pull together some data to show that most of us are where we are right now because of some very very fortunate circumstances of our birth. If you are born into a family where there is a $30,000 or $40,000 income, you are going to get read to when you are young. You are going to go to school knowing how to count and how to spell. You are going to go to school bright and shiny, with your knees all oiled with Johnson's Baby Oil, and your hair combed with a ribbon in it. You are not going to school being laughed at and late, with no lunch. So you are

going to be ready for whatever happens there, and the teacher is going to be glad to see you. Then you are going to get the best scores on the early screening processes and get sent into the honors programs. And after the honors programs, the highest SAT scores, then the best colleges, the best graduate schools, and you will meet the best people. Then you will marry them, and come back and repeat the process. In my family, we were fortunate to have a grandmother who was sent to college by the people who formerly owned her family as slaves. Grandma finished Hampton Institute in 1882 and taught school in Norfolk for some fifty years. Grandma would not permit us to split an infinitive. Grandma would not permit us to get a pronoun out of line with its antecedent. You could not use scissors on Sunday or read the funny paper on the Lord's Day. You went to church on the Lord's Day no matter what. If you did not feel well enough, some evidence had to be presented—namely, drink a fifteen-cent bottle of castor oil to show that you were really sick. You either praised God all day on Sunday, or you were immobile all day on Sunday. Then Grandma had seven children, all of whom went to college. My daddy—all of them—went to college. But more than that, everybody had to learn to play music and all the grandchildren had to learn to play music. More than that, everyone older had to help the one younger with homework and that sort of thing. So now, if you ask me why am I standing here today before you, I would say it's because the Fisher family in Chesterfield County, Virginia, cared enough about little Hattie to send her to school when she was old enough. That's why I am standing here. I did not have an alcoholic grandmother. I did not have a grandmother on welfare. I did not have a grandmother who was illiterate or anything of that nature. So I landed on the earth with a flying start, and all I had to do was to respond to the stimulation and environment created for me. Black and disadvantaged, but given a "must" to make it through all of that. How many folks can order up a grandmother like I had? You can't buy one from Wanamaker's. Think about what happened in your life to cause you to be here, to cause you to earn a Ph.D. degree. You may say my parents were poor and farmers but you had a pastor, or a coach, or a choir leader! Somebody intervened; you did not do it all on your own. Yet we are so insensitive not to try to understand what has happened to the lives of the most disadvantaged where there is no intervention of a positive sort —where nobody like my grandmother ever appeared! Real professionals will know that!

This leads to that other qualification that we have got to learn how to develop or we're going to blow it—the development of what I call vicariousness. Vicariousness means learning how to stand in another's place and learning how to see the world from that person's point of view. The word "victor" is a theological word, but vicarious is a word for all of us. Learning how to see life from another's point of view, learning how to stand in another's place. I never lived in the Athens of Pericles, but I've had to read that stuff. I never lived in the ripe old Roman world, but I've had to

read Cicero. I've had to imagine myself being in the world of Erasmus and John Milton. I had to learn how to walk around in these environments to find out what in the world was there. Now when I am teaching, I have to learn how to walk around in the world of students of another generation and of another age category who come from different social strata than my own and to learn how to deal with them. Let me close with one illustration that I like to give, and if you have heard me talk about this before, forgive me, but it is so relevant to what I'm trying to get at.

We used to recruit athletes out of the northern ghettos for our colleges. We had football players, basketball players, track runners. We won all kinds of prizes with them. Today, they go to Ohio State and Penn State and other places. We used to have a corner on them when there was segregation. My coach said to me once, he said, "Segregation killed my papa, but integration is killing me. These ball players are going somewhere else now." We had one fellow who was a wizard at basketball, and he came to his senior year and was unable to pass the English comprehensive examination. In those days, I had an office where I could see everything happening outside. I saw him leave the campus with his duffle bag, going home. I said to my secretary, "Go find Mouse and tell me where he's going; he looks like he's going home!" You know presidents did those things twenty years ago. She said, "Mr. Walks, the president wants to see you." He came back up, forgot his duffle bag on the sidewalk, and walked up. "Where are you going?" "Going home." "Why?" "Flunked English Comp. third time." "What then?" "Dean Henderson said I've got to go home. I begged, put up my story," but he said, "Why did you flunk it? You can talk, I talk with you all the time." "I know, but I don't know that funny kind of English that they have on that exam." "Like what for example?" "It is I, we are they, this is she, I don't know when to say that and when not to say it. So I flunked it." Suddenly I had to forget my doctor's degree and my Greek and Latin and theology and all of that and slip right into his world vicariously and feel what he felt. After all that basketball and winning and pictures in the paper going back to Bedford Stuyvesant with no degree, being laughed at. "Mouse, sit down, we've got to work this thing out." I said, "Suppose I could get you ready to take that test; would you try it again if I get the Dean to give it to you again?" "I don't know how you are going to do that, to make him change his mind." "Well, let's work on it anyway." So I said, "Let me experiment just a little bit with you." I said, "What is it about this that you can't understand?" He told me once again. "Why don't I get you to understand the nominative in this case and the objective case and see if we can get past that." He had been in English classes all the while, you know, C's and B's and all of that, but here he was, unable to function with this. I said, "You know, Mouse, there are two kinds of people in this world—those who do and those who are done unto, and those who do are in the nominative case; those who are done unto are in the objective case! They also belong to the M crowd, them-m-m-m-, him-m-m-m-m, whom-m-m-m-m,

me, all the M crowd, and done unto. "What about whomever?" "He's been done unto, we just don't know his name yet." "What about whoever?" He said, "Well Doctor Proctor, what is the predicate nominative?" Then I really had to sink into his Bedford Stuyvesant jargon. I said, "The predicate nominative is where there ain't nothing happened to nobody yet." It is I. Nothing has happened to I, is that right? We are they, they just "bes" when something happens to they, they become them, when something happens to I, I becomes me." He said, "Wait a minute, is that all there is to that?" "That's all there is, and there is no more!" He said, "Doctor Proctor, why don't they teach it to us like that?" "Well, there may be two reasons, one of which is they may be unconscious, they really don't want him to learn it. They want to keep him on the other side of the fence. They don't want the world of the privileged to get crowded! They want to save this turf for themselves and their kinfolk. These new entrants somehow want to clutter up the whole thing. The next thing is, they may not have practiced it enough to know how to explain it to anybody if they really wanted to. So if we believe in these values and if we want to make a difference in our own sphere with equity, we have got to develop some professionalism that deals with the personnel whom we have set out to serve, and we've got to develop the skills that are necessary to help them to overcome. I want to say in closing that I think it is true that a great many people have not matured on this whole issue of what's just and what's unjust. Many people choke when they've got to deal with an issue of equity and justice and can't really handle it. My two boys came to me one day to borrow $1500 each. My older boys, one was a lawyer and one was a social worker. Each one said, "Daddy, I want $1500." I was so flattered that they thought I had $1500. Then I said to the one who was a lawyer, I said, "What on earth do you need to borrow $1500 for with all that money you make?" "Well, I just started making it, and I've got a new apartment on Fort Lee overlooking the Palisades and the Hudson River. The kinds of girls who come by my place, they're not used to the bare walls, you know, they walk around barefoot on the floor, all these splinters and things. I need new carpeting, new artwork, and I need my sound system of woofers and tweeters, etc. I need these things all fixed up!" I said, "That's what you want $1500 for?" "Yeah."

So in came the social worker. I said, "Tell me, Herbie, what do you want $1500 for?" Herbie is a social worker at a new job in Washington, moved up from South Carolina. "Dad, I need $500 for the moving man, $500 for the apartment rent, and I need $500 to live on until they get my name straight in the computer." "Oh, you need $1500 bad." Now, one of them made three times as much money as the other one. But that's not the only difference between them. The social worker was born a blue baby with no wall between the ventricles of his heart. He had open-heart surgery at age 12. For twelve years, he had no adequate blood supply to the brain; he couldn't play ball; he couldn't dance; he couldn't swim. Kids laughed at the wide-

legged gait with which he walked and never invited him to a birthday party. People would come to my home and say, "Oh, isn't he handsome," looking at the brother. I watched him to see how he looked over and wondered when on earth would people recognize that I am here? Scarred in every way possible, social worker, college degree, master's in social work, trying to do well, married and two kids. He needed $1500 for these basic things. Timothy, born bright, played music, athletic, high board scores, begged to come to college, went to Yale, University of Chicago, three degrees. No problems whatsoever! Phone jumping off the hook, girls calling every time he bounced into the house. He needs $1500. Now if you had one $1500, what would you do? There are people who would say, "You love them both equally, $750.00 apiece, but from all I have been talking about and from all I have read and known and believed, I was supposed to give the money to the boy with the congenital heart defect, who is struggling with all his might and main to make it! Give him the whole $1500 and give this young lawyer the telephone number of the Chase Manhattan Bank. If you could understand that, then I have made my point. Thank you very kindly.

## PART III

## Equity and Vocational Education: Guidelines for the 1980s

**About the Author:**

Judith M. Gappa, currently Associate Provost for Faculty Affairs and Professor of Women's Studies at San Francisco State University, was formerly director of Affirmative Action/Equal Opportunity Programs at Utah State University. She also has held positions as assistant professor of sociology and social work at Utah State; senior staff associate at the National Center for Higher Education Management Systems, Inc. in Boulder, Colorado; and project director of the "Curriculum Analysis Project in the Social Sciences." She has worked in higher education administration since 1973 after teaching at both the secondary and postsecondary levels. She has served on numerous university committees; is the author of many publications and articles on the role and status of women in academe; and has made presentations at a number of conferences and workshops. In addition, she has directed numerous state and federally sponsored projects and is a member of several educational organizations. She received her B.A. in music and her M.A. in musicology from George Washington University and completed an Ed.D. in educational administration at Utah State University.

## INTRODUCTION

This overview synthesizes seventeen papers about equity and vocational education commissioned by the National Center for Research in Vocational Education and written by nationally known specialists in a variety of fields. The papers are written from three major perspectives: selected academic disciplines, vocational education, and special interest group advocacy. The three perspectives provide a unique forum for the expression of subtle differences, colorful embellishments, and occasional conflects of priority and interest among certain common themes. Those who read all the papers will see these common themes constantly reappear, richly colored by the perspective of a particular author.

The purpose of this overview is to describe the common themes; and to show that, for those concerned with the future of equity in vocational education, there is consensus among the experts about many of today's problems and about how to resolve them in the future. Thus the papers provide a framework for taking action to achieve equity during the 1980s. But a caution is needed. The overview can give only a brief glimpse of the magnitude of the ideas contained in these papers. Awareness of the effects of a lack of equal opportunity, insight into the causes for limited achievement of equity goals, and the overall complexity of the many issues, problems, potential strategies, and solutions can be obtained only by reading the papers themselves.

In order for the reader to have a framework from which to delve further, the overview synthesizes the vast amount of information and ideas the papers contain by proceeding from the present to the future. First, a concept of equity applicable to vocational education in the 1980s is described. Second, the current status of equity in vocational education is examined. This section includes demographic data, information about special interest groups, and problems and issues discussed by the authors. A brief description of the progress that has been made in achieving equity concludes this section. Authors tend to acknowledge that some progress has been made, chiefly as a result of legislation. They are more concerned, however, with

emphasizing the problems of today and how to solve them tomorrow. In the third section, recommendations for the future are explored. The overview concludes with a brief summary of each paper to assist readers in selecting the ones most useful to them.

The overview describes and synthesizes the common themes found in the papers, but it does not contain the richness of the individual experiences and opinions so clearly expressed by the authors, who are intimately acquainted with and deeply concerned about their subjects. Again, the overview can never be a substitute for the papers themselves. Instead, as previously mentioned, it is both an introduction to invite the reader to delve further and a returning point for refocusing on common themes.

## An Equity Concept

Equity in American society has its roots in the U.S. Constitution and subsequent legislative, regulatory, and judicial actions. Though stated in 1980 by one of the seventeen authors, the following comment could easily have been made by one of the country's founders:

> This country cannot benefit in the long run from policies that deliberately deny people the opportunity for continuous growth, development, and the opportunity to perform a service (N. Alan Sheppard).

Our Constitution is based upon concepts of justice, due process, and equal protection of individual rights. The evolution of the meaning of these terms has been accompanied by the evolution of an equity concept. For the purposes of these papers, equity can be simply defined as:

> The fair and just treatment of all members of society who wish to participate in and enjoy the benefits of education and employment.

To better understand the meaning of this definition of equity, "fair and just treatment" and "participate in and enjoy the benefits of" need further exploration.

Fair and just treatment encompasses both the humanistic value of an equal opportunity to attain the benefits of education and employment, and the judicial concept of equal protection under the law. As shaped by our cultural and ethical foundations, a humanistic concept of fair and just treatment obliges individuals to examine their actions with regard to others, to ensure that they are impartial and guided by an objective consideration of the potential of other individuals. To meet

the judicial requirement of equal protection under the law, special compensatory measures for certain groups may be necessary.*

In keeping with the humanistic doctrine, the fact of discrimination was addressed through legislative mandates for equal opportunity and nondiscrimination in the early 1960s. Later, this was characterized by minority group members and others as perpetuating a benign neutrality in which minority groups were no longer openly discriminated against, but in which their status did not noticeably change.** Gradually, the humanistic concept of fair and just treatment began to change from one of benign neutrality to one of action in order to ensure equal rights for all under the equal protection clause of the Constitution. The idea that the achievement of equity requires individual and societal action to achieve results or equitable relief is pervasive among the authors of these papers. In the words of one author who is a judge:

> Implicit in the notion of equity is a doctrine of equality—that citizens are possessed of equal rights which equity will vindicate. . . . The heart of equity is action—individually ordered and fashioned to end the injustice inherent in the plaintiff's situation. Equity implies meaningful intervention beyond rhetoric (Lisa Richette).

Richette's idea of individually-ordered action to correct inequities is pursued by several other authors. Marc Hull states:

> Equity is often a situation-specific concept, that is to say, the determination of what is fair, just, or appropriate may be entirely dependent on the factors and circumstances which comprise a single case. In one situation, equity may be achieved by treating all students equally with respect to the procedures used to achieve certain instructional goals and objectives. In another case, equity may require that a handicapped student be given an amount of assistance which clearly exceeds that which is given to nonhandicapped students in order to achieve certain instructional goals and objectives.

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* Judith M. Gappa, *Improving Equity in Postsecondary Education: New Directions for Leadership* (Washington, DC: U.S. Department of Health, Education and Welfare, National Institute of Education, 1977, p. 8).

** Ibid., p. 7.

The thesis that "nothing is more unequal than providing equal opportunities to students with unequal abilities" (Gans as quoted in Hull and Salomone) is stated more strongly by Carol Schwartz:

> Equity in vocational education *requires* [italics mine] that we provide to our disadvantaged youth such additional elements in the educational process that will enable them to take advantage of that process and join the mainstream of the economic life of our country.

The movement from rhetoric to action, from the neutrality of nondiscrimination to affirmative action on behalf of individuals, is an evolution of an equity concept that is generally accepted by the authors of these papers, if not by all of American society.

The idea that equity means action on behalf of those who have not traditionally participated in and benefitted from education and employment is enhanced by a focus upon cultural pluralism. The authors believe it is crucial to preserve the cultural pluralism of our nation while simultaneously meeting individual needs. They feel strongly that vocational education for special needs populations must recognize that each member of the special needs group is an individual with differing problems and learning patterns. For the cultural pluralists, equity becomes the absence of discrimination and the advocacy of individuals in the assessment of their potential, while simultaneously emphasizing the value of the individual's membership in the group (Thrane, Crandall, C. Schwartz, Hull, and Sheppard).

For example, in applying cultural pluralism to equity in vocational education, Crandall states:

> Since language is the most obvious symbol of one's culture, ethnicity, and identity, it is natural for many adults who speak another language to fear loss of that identity or rejection of their own culture when they attempt to speak a second language. . . . Vocational instructors need to allow these culturally diverse students to have opportunities to learn in whatever ways are most appropriate for them. Some learn by doing; others learn by watching; yet both groups may achieve the same degree of skill.

Because the achievement of equity requires action by and on behalf of individuals who simultaneously maintain their cultural identity, "participation" includes access, meaningful participation, and the elimination of barriers in vocational education and employment. Similarly, "benefits" will occur only if there is assessment of the outcomes of the educational process leading to program correction and the

proper allocation of resources, so that members of special interest groups are not hindered in meeting individual objectives. Access, participation, and benefits, as integral parts of an equity concept, constitute a large part of the discussion about the current status of equity and recommendations for the future in later sections of this paper.

In basic agreement with the other authors, both Gilbert Cardenas, an economist, and Henrietta Schwartz, an anthropologist, define equity as the fair redistribution of goods, services, and opportunities in American culture. Yet Schwartz warns of the potential for conflict:

> The benefits of the society are reaped by the individual who is competitive, aggressive, acquisitive, and independent—people who more than others have "made it." These sometimes conflicting core values of fierce, competitive self-reliance and cooperative, sharing egalitarianism have been referred to by some social scientists as the American dilemma (Myerdahl as cited in H. Schwartz).

Salomone agrees with H. Schwartz in his description of two major dimensions of equity: political and social and economic. Political equities refer to those freedoms and rights guaranteed under the Constitution and to the extensions of these liberties granted through successive modifications to the Constitution. These kinds of equities have been less freely given by those who controlled them than they were taken by those who demanded them. The Constitution, its Amendments, and the ensuing legislation and court decisions have always provoked conflict. But, according to Salomone, the fact remains that, as a statement of ideals, we are committed to the goals of equity in political life. However, he does not believe that Americans are committed to the principles of social and economic equity, either in theory or in practice. Quite to the contrary, America is a land of opportunity, a nation that extolls the virtues of social and occupational mobility. It is a place where you can get ahead, not even. According to Salomone:

> The egalitarian tradition in America has favored equality of opportunity above the others. Equality of treatment may be attainable in formal, impersonal situations which take place in organizational settings, but its likelihood in more informal circumstances is neither probable nor desirable. Equality of results is not a great concern in America.

This conflict between political rights and social and economic realities remains a major issue confronting the authors as they assess the present status of equity.

## Equity in Vocational Education

Vocational education is the education of people for work. Modern vocational education began with the Smith-Hughes Act of 1917. It promoted vocational preparation at the secondary level in agriculture, home economics, and trade and industrial education, and provided for the preparation of vocational education teachers. There was no mandate for an outreach to special populations. Instead, during the world wars, vocational education addressed itself almost exclusively to the utilitarian needs of business and industry rather than to the humanitarian needs of society at large. During the Kennedy and Johnson administrations, vocational education began to change in order to focus upon the achievement of some of the liberal social aims of the Great Society. The high level of unemployment among youth and minorities was the principal motivating factor behind new concepts embodied in the Vocational Education Act of 1963. Subsequent amendments continued this emphasis on outreach by adding incentives designed to encourage the participation of special populations (Choi and Hull).

Today, the definition of vocational education has been modified to mean the education of all people for work. Thus the evolution of a vocational education concept parallels that of equity. By 1976, the two concepts had been fused into the vocational education legislation (section 101 of Title II: Vocational Education, from the Education Amendments of 1976):

> So that persons of all ages in all communities of the state . . . those in high school, those who have completed or discontinued their formal education and are preparing to enter the labor market, those who have already entered the labor market but need to upgrade their skills or learn new ones, those with special educational handicaps, and those in postsecondary schools . . . will have ready access to vocational training or retraining (which is) of high quality, which is realistic in the light of actual or anticipated opportunities for gainful employment, and which is suited to their needs, interests, and ability to benefit from such training.

The earlier passage of the Comprehensive Employment and Training Act had linked vocational education with human resource training. Also having an impact on both vocational education and human resource training were the Civil Rights Act of 1964 and subsequent legal and regulatory extensions. The passage of Title II of the Educational Amendments of 1976, however, clearly brought the three separate themes together in one piece of legislation. It also provided the planning and operational frameworks within the states for vocational education to take a leadership role in preparing *all* Americans for work (Evans, Fletcher, Choi, and Hull). The current rela-

tionship of all the equity-related legislation and regulations to vocational education is thoroughly documented in another work published by the National Center for Research in Vocational Education entitled *The Administrator's Guide to Equitable Opportunity in Vocational Education (1980).* The reader is referred to this companion volume for a discussion of selected equity-related legal mandates and vocational education.

Comprehensive definitions of the special interest groups covered by this legislation are also provided in *The Administrator's Guide to Equitable Opportunity in Vocational Education.* The following abbreviated definitions of the special needs groups discussed in this collection of papers are provided for the convenience of the readers.

- *Disadvantaged persons* are those, other than the handicapped, who have academic or economic disadvantages requiring special types of services, aids, and programs to help them to be successful in programs of vocational education.
- *Handicapped persons* are those who have a physical or mental impairment that substantially limits one or more major life activities, who have a record of such an impairment, or who are regarded as having such an impairment. Handicapped persons include the mentally retarded, hearing impaired, deaf, speech impaired, visually handicapped, seriously emotionally disturbed, orthopedically impaired, or other health impaired persons with specific learning disabilities.
- *The limited-English proficient* are individuals who come from environments where a language other than English is dominant, and who thus have difficulty speaking and understanding instruction in the English language.
- *Older adults* are usually defined as persons in the fifty-five or above age bracket.
- *Racial/ethnic minorities* include Native Americans or Alaskan natives, Asian or Pacific Islanders, blacks not of Hispanic origin, and Hispanics.
- *Women and men who experience sex discrimination* are those who have been limited in or denied opportunities, privileges, roles, or rewards on the basis of their sex.

In summary, American society has continuously changed its concept of what is meant by both equity and vocational education. History indicates that the equity concept has progressively permeated the concept of vocational education. The legislative mandate of equal opportunity for *all* Americans, and for special action-oriented programs for those traditionally underserved, is clear at the present time. It shows

that most Americans see the attainment of equity as feasible and desirable. In 1980, however, there remain serious barriers to the achievement of equity in vocational education and employment. In the next section, the current status of equity in vocational education will be examined.

## CURRENT STATUS OF EQUITY IN VOCATIONAL EDUCATION: PROBLEMS AND ISSUES

The authors of the papers are generally optimistic that equity goals in vocational education are achievable over time; however, a comprehensive understanding of the current situation is essential in order to propose and implement workable solutions for the future. Described in this section are eight commonly agreed upon problems and issues, concluding with a brief analysis of progress to date. To the extent possible, variety in opinions and viewpoints is included to illustrate the complexity of the issues.

### The Scope of Vocational Education

Vocational education has become a major endeavor in our nation's educational system. In 1978, almost 28,000 different institutions enrolled 19,563,175 persons in various occupational programs. High schools, community and junior colleges, colleges and universities, area vocational schools, noncollegiate postsecondary schools, correspondence schools, business and industry, the armed forces, and correctional facilities all offered vocational education programs.* These students were served by 354,175 teachers, a growth of over 50 percent since 1973. Federal, state, and local support for vocational education reached $5,575,769,885.** The fact that the authors did agree upon a set of common problems and issues within this large and complex enterprise of vocational education makes it most important to set a decisive action-oriented agenda for the 1980s.

### Status of Special Interest Groups within Vocational Education

While demonstrable progress has been made, equity for all persons has not been achieved in vocational education. The U.S. Office for Civil Rights issued "Guidelines

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* Rolf M. Wulfsberg, "Testimony Before the Subcommittee on Elementary and Secondary Vocational Education of the Committee on Education and Labor of the House of Representatives." Washington, DC: September 17, 1980; and Lewis and Russell 1980.

** U.S. Department of Health, Education and Welfare, Department of Education, Bureau of Occupational and Adult Education, *Summary Data, Vocational Education Year 1978.* (Washington, DC: Superintendent of Documents, 1979).

for Eliminating Discrimination and Denial of Services on the Basis of Race, Color, National Origin, Sex, and Handicap" in 1979. The "Guidelines" were issued because of injunctive orders in Adams v. Califano, and because the Department of Health, Education, and Welfare had found evidence of continuing unlawful discrimination in vocational education programs. Examples of evidence cited by the U.S. Office for Civil Rights are as follows—

- Eligibility requirements such as residence within a geographic area or admissions tests deny vocational education opportunities on the basis of race, color, national origin, and handicap.
- Handicapped students are assigned to separate annexes or branches, or denied equal opportunities as a result of inaccessible facilities and inadequate evaluation procedures.
- Vocational schools established for students of one race, national origin, or sex continue as essentially segregated facilities.
- National origin minorities with limited-English proficiency are denied equal opportunity to participate in vocational programs.*

In spite of the many legislative mandates in response to the will of the American people, what is the status of special interest groups in vocational education today? The authors embellish upon the problems cited by the U.S. Office for Civil Rights and the ineffectiveness of the federal legislation to accomplish its mandates. A brief summary follows.

Of the 19,563,175 students enrolled in vocational programs in 1977-78, 75.4 percent of them were Caucasian, 15.8 percent were black, 6.0 percent were Hispanic, 1.7 percent were Asian-American, and 1.1 percent were Native American. Minority enrollments are concentrated in certain vocational programs. Minority women predominate in health, consumer and homemaking, occupational home economics, and office occupations. The trade and industrial education area has the largest male minority enrollment.** Although minority enrollment represents approximately 24 percent of the total, Samuel Proctor (1980) states:

> We are faced with something of the magnitude of a half million young minority Americans who are out of work, out of school,

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* U.S. Department of Education, Office of Civil Rights, General Services Administration, Office of Federal Register, Archives and Records Service. "Vocational Education Programs: Guidelines, etc." Federal Register Vol. 44, no. 56 (Washington, DC: U.S. Government Printing Office, March 21, 1979). (ED 170 981)

** Wulfsberg, p. 29.

> out of jail, and alienated. They are described in editorials, portrayed in television documentaries, charted on graphs in sociology texts, and punched on IBM cards that read "Don't fold, spindle, or mutilate." Their socialization has been so negative and deficient that their dysfunction in society has become endemic. They live on temporary job "training" programs, street hustles, stealing, and parental indulgence. . . . Somehow, we were more attracted to the idea of going to the moon than we were to the challenge of making producers and taxpayers out of this segment of the population.

It is estimated that there are approximately 30 million handicapped persons in the United States: 2.3 million are children under seventeen who are functionally impaired due to chronic conditions; 7.2 million are between seventeen and forty-four; 10.3 million are forty-five through sixty-four, and 9.5 million are above sixty-five. From these estimates, it is projected that at least 17.5 million handicapped persons are potential beneficiaries of vocational education (Hull 1980). Estimates of handicapped students enrolled in programs, however, suggest that fewer handicapped students are enrolled in vocational education than are enrolled in all educational programs. Only 2.5 percent of the total enrollment in vocational education programs are handicapped, and they appear in disproportionate numbers in different vocational education programs.*

Approximately 12 percent of the total enrollment in vocational education programs are disadvantaged students, mostly youths.** This figure does not take into account the high concentrations of urban youth. Approximately 49 percent of the 105,000 students of the District of Columbia public schools reside in families that are economically disadvantaged. These families frequently do not emphasize customs and habits associated with successful employment and do not provide adequate role models for their children in the crucial areas of work attendance, employment behavior, dress, and speech patterns. A survey conducted by the Board of Trade/National Alliance of Business noted that 68 percent of those interviewed attributed attitudinal and social behavior problems as the major contributors to high youth unemployment. Another major contributing factor is the lack of basic skills. One-fourth of the students completing the fifth grade fail to graduate from high school. In 1977, one-fifth of each age group were high school dropouts, and 40 percent of black teenagers who wanted work could not find jobs (C. Schwartz and Thrane).

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* Wulfsberg, p. 33.

** U.S. Department of Health, Education, and Welfare, p. 2.

Those with limited-English proficiency also experience problems with achieving basic skills. Crandall states:

> Though Title VI of the Civil Rights Act of 1964 prohibits discrimination on the grounds of race, color, or national origin, the bitter reality is that those who grow up speaking another language, through their family or neighborhood, without acquiring adequate proficiency in English, have greater difficulty both in becoming educated or trained for a vocation and in acquiring jobs which provide an opportunity for mobility and advancement.

One in eight persons today is of another language background, and that percentage is likely to increase. In many urban school systems, the number of students of limited or non-English background is increasing at a tremendous rate. For example, by 1985, the population of the Los Angeles County Schools will be more than 50 percent Hispanic (Crandall). Yet only 0.7 percent of the total enrollment of vocational students are those with limited-English proficiency.*

In summary, some minority, disadvantaged, and limited-English proficiency students suffer because they do not possess the basic skills, and thus are at a disadvantage even before entering vocational programs. The resulting inability to complete vocational training programs often means unemployment.

> The push to have everyone move from secondary to postsecondary or four-year colleges floods the job market with degree-holding persons. Postsecondary students then replace secondary students in the job market. . . . These secondary graduates then find jobs in the secondary labor market forcing the "dropout" not to have even a chance for the most menial job. Thus it becomes more lucrative for the disadvantaged individual with high expectations of what life in America is all about to join the welfare roles where high subsidies from the public assistance pocketbook discourage people from assuming menial work (Thrane).

Older adults have similar problems to other special interest groups. Because of the growth in this population group, it is projected that these individuals will have a major impact upon vocational education and employment in the future. The older adult population increased from 4.9 million in 1900, to 32.8 million in 1977, while the population under sixty years of age increased at only one-fourth this rate. Due to

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* Wuflsberg, p. 38.

increased longevity, the age sixty-plus population will more than double between now and 2035, while the total population will grow about 40 percent. Yet 15 percent of older adults are functionally illiterate. The average urban dweller over age sixty-five has had only eight years of formal education. The proportion of the functionally illiterate is much higher for minority older adults (Sheppard).

Ironically, while people are living longer, they are retiring earlier. This phenomenon confronts America with the serious problems of the cost of providing retirement income and a high quality of life for many citizens who may spend twenty or more years in retirement. While the number of retired citizens will grow dramatically in the coming years, the active workers available to support programs for the older adult will decline (Sheppard).

The surge of 42 million women into the work force will also have a dynamic impact on postsecondary vocational education in the 1980s. Over half of all women between the ages of eighteen and sixty-four are currently employed outside the home, and nine out of ten will work sometime during their lives. Statistics from the U.S. Department of Labor in August 1979 showed the highest female job participation rate in history. Nearly two-thirds of these working women were single, widowed, divorced, separated, or had husbands whose annual earnings were less than $10,000 (Cardenas, Eliason, and Salomone).

Yet the distribution of enrollments by sex in vocational education programs reveals the persistence of definitive patterns of sex stereotyping. Women are concentrated in the health, consumer and homemaking, occupational home economics, and office occupations, while men predominate in the agricultural, industrial arts, technical, and trade and industrial occupations. Since 1972, some progress has been made in integrating females into traditionally male occupations, but this process has been slow. The percentage of increase in the number of women has been greatest in agriculture (the smallest program in enrollment size) and the smallest in trade and industrial (the largest program). Men continue to supply over 80 percent of the enrollments in agriculture, industrial arts, technical, and trade and industrial programs where some of the best jobs are currently available.*

Many authors discussed the numerous and complex reasons underlying the pervasiveness of sex segregation in occupations (H. Schwartz, Eliason, Richette, and Evans). These reasons will be explored in subsequent sections.

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* Wulfsberg, p. 27.

### The Compounding Effects of Multiple Membership in Special Needs Groups

Many members of one special needs group are also members of others. An example is the Hispanic woman of foreign descent who is poor. She could be a member of four special needs groups: female, minority, disadvantaged, and limited-English proficient. In 1975, the incidence of poverty had dropped to 12.3 percent of the total population. However, the incidence of poverty continues to be high for minorities and female heads of households (Cardenas). This compounding effect can also be found in subcategories of any particular special needs group. Within the category of "women" there are adolescent mothers, minority women, displaced homemakers, older women, and single mothers (Eliason, Evans, and H. Schwartz 1980). Any one of these subcategories may have special needs beyond those traditionally associated with the entire group.

> In many instances a woman may have children who are too old for her to be eligible for social security. She has probably never worked for pay outside the home; consequently she cannot collect unemployment compensation. She is often too young to receive old age benefits, nor does she fit any other category of federal or state financial aid. Institutions often have similar restrictions and age limitations on the types of financial aid for education which they may offer (Eliason).

The compounding effects of multiple membership are also illustrated by those with limited-English proficiency. These adults often have low educational levels, lack basic literacy and computational skills, and are poor and disadvantaged in other ways. They face problems relating to transportation, child care, health, and housing. Older adults are another group that frequently has multiple memberships in special needs groups. In 1975, adults over fifty-five represented only 19.7 percent of the labor force, but they were 23 percent of the low-income population, 30 percent of all heads of households, and 11 percent of the recorded unemployed (Sheppard). The added burden of multiple membership in special interest groups is shown in the differences between Caucasians and minorities:

> Equally important factors in limiting the social and occupational mobility of blacks and ethnics, however, are the barriers resulting from the culture of poverty into which so many of these people are born. The negative effects of poverty are felt by poor whites, too, but blacks and ethnics have been deprived of the opportunity to move into the economic and social mainstreams of society for so many generations that they are overrepresented in the poverty enclaves of American society (Cardenas and Welter).

Though many of the authors describe situations involving multiple membership in special needs groups, few authors attempt to separate these compounding effects or to project multifaceted solutions targeted at specific combinations of factors. The current status, as reflected in these papers, appears to be acknowledgement of the problems of multiple memberships, while projecting solutions aimed at one group or issue.

### Barriers to Students

All the authors discuss students' barriers to full participation in and benefit from vocational educational programs. Some look at barriers from a philosophical viewpoint. Evans describes barriers as primarily "climatic influences": the equity commitment of the general education system; the vocational educators' operating concept of equity; the counselors' role; the attitudes of the community; and the students' orientation toward the world of work. Others discussed situational barriers such as transportation, child care, or income level. Most authors' concepts of barriers, however, can be fitted into three broad categories: societal, institutional, and individual.

Societal barriers are those outside the individual. They include the attitudes and traditions of the society. Salomone believes that:

> . . . because of our history of discrimination, benign neglect, and blatant subordination, minorities, the poor, the powerless, and the uneducated constitute an American underclass who have no way of obtaining an even start with the more advantaged classes in society.

Proctor describes barriers in terms of the conflict inherent in the American dilemma discussed earlier:

> The accent in our society has been on competition and success, success being the mark of personal supremacy. This attitude is passed down through the whole system; and education becomes, therefore, a series of scratch lines with one peak after another. This process is designed to select winners and losers, and to fill . . . cases with trophies, ribbons, and plaques. So much emphasis is placed on winning. This self-regard enlarges to group regard and class regard. Our positions are jealously guarded. Instead of fostering community, this kind of self-reliance fosters strife, competition, and subtle forms of preferentialism (Proctor).

Institutional barriers, as defined by Evans, are of two kinds: accessibility and programmatic. Accessibility barriers are those that deprive individuals of access to and use of vocational facilities due to design, construction, and location. Programmatic barriers include policies, procedures, and actions by educational personnel that consciously or unconsciously limit meaningful participation. Examples of programmatic barriers include admissions policies, recruitment practices, counseling services, and curricular materials.

Personal barriers are those within the individual. These may be the result of socialization, influence of family, physical circumstances, or other causes. People's concepts of their roles in society and their attitudes toward job training and work may prevent career decisions that are realistic in terms of needs, interests, and abilities. H. Schwartz and Eliason discuss the personal barriers confronting women entering nontraditional vocational programs:

> The most common characteristic of the adult reentry woman is a lack of self-confidence in her own abilities. She finds herself in a general depression, accompanied by an identity crisis, and has a low self-concept and expectations. The elimination of the low self-image of women reentering college or directly entering the labor market is crucial to their success (Eliason).

Proctor, Thrane, and C. Schwartz examine the attitudes of youths who have grown up in families where unemployment has been a way of life. These persons do not necessarily understand behaviors appropriate to successful job performance.

### Barriers in Vocational Education Programs and Services

Thrane summarizes the overall frustration of the authors with the current status of the vocational education delivery system as it affects special needs groups:

> The public schools with a vocational education delivery system were designed to reach a specific group of persons with middle-class needs and values. This system with rigid class hours, course work requiring two or three years for completion, tightly designed curriculum based on science and math is not geared to coping or to handling the myriad of social and emotional problems of depressed, unemployed, desperate youth who look at the world as a jungle of materialistic desires.

Most of the authors concentrate upon the relative "readiness" of special needs populations for vocational education or work because of their inadequate skill levels.

A lack of basic skills (verbal, grammatical, spelling, writing, and mathematics) was cited by numerous authors as the reason for unemployment and inability to enter vocational training programs (C. Schwartz, Crandall, Adams, Sheppard, Hull, and Eliason). Authors were also frustrated with tests as admissions criteria. Irving Kovarsky summarizes the state of knowledge with regard to admissions testing:

> Since we do not know how to separate pure intelligence from past experiences and the motivation to learn, tests at best measure only past experience, motivation, and opportunity.

Crandall feels that most tests are simply tests of English proficiency, thereby eliminating from vocational training those insufficiently skilled in the English language. Sheppard discusses the pervasive attitude that learning ability decreases with age. Many authors also agree that admissions processes promote the continued occupational segregation of special interest groups. Richette states:

> Occupational exclusion is a powerful tool for the maintenance of a caste-like system particularly when the criteria for exclusion are immutable biological characteristics for which a manifest destiny can be assigned in the natural scheme of things.

Once admitted to vocational education programs, special needs students face many other barriers. A key issue for most students is the availability of financial assistance (Hull, Thrane, and Crandall). Eliason illustrates the problem of financial assistance:

> A key deterrent to reentry women is strictly financial. Neither postsecondary institutions nor the government make financial aid readily available to these women.

Another important barrier is the lack of vocational counseling, guidance, and career education. Most authors feel such counseling and information is particularly necessary before entering a vocational education program. As mentioned above, most tests are culturally biased. To be discussed in a later section are the traditional attitudes and prejudices of the counselors and vocational educators themselves (Adams, Eliason, Proctor, and Thrane). Curriculum reform to better accommodate the interests and educational needs of special interest groups, and the need to emphasize retention of students, are other major barriers of primary concern to the authors.

### Barriers to Job Entry

The objective of vocational training is eventual job placement and success in a career. Many of the authors are concerned about the outcome of vocational education, i.e., the transition from training to employment. Some of the barriers encoun-

tered in this transition are a previous history of work in an unrelated field, or particularly for women, no previous work history; a lack of credentials, including educational credentials, or out-of-date credentials; a lack of access to job information; and inadequate health (Sheppard). Sheppard's comments about older adults are true of other special interest groups. Frequently, they do not know where available jobs are, how to interpret job requirements and training opportunities, how to present themselves and their life experiences with efficacy, or even how to participate in the personnel selection system of a particular organization (Sheppard). Situational problems also complicate job entry. Examples are transportation to and from training or employment, child care, and the need to accommodate the handicapped by improved access and job restructuring (Hull, Thrane, and Crandall).

A major barrier to job entry is continuing employer discrimination (Cardenas). U.S. Bureau of Labor statistics for the second quarter of 1980 show a total unemployment rate of 7.5 percent with 13.4 percent of all blacks and 10.2 percent of all Hispanics unemployed (Kovarsky). A National Council on the Aging (NCOA)/Harris survey showed that 87 percent of the respondents who claimed personal responsibility for the hiring and firing of employees agreed that employers discriminate against older applicants (Sheppard). Of an estimated 17.5 million handicapped persons who are available for employment, more than 7.7 million are either out of the labor force or are unemployed (Hull).

In addition to negative attitudes and stereotypical assumptions among employers, there is a lack of incentives for business and industry to employ members of special interest groups. All persons, regardless of training or prior experience, must be employed at the minimum wage, and the employer must contribute to social security. Business and industry are furnished no financial incentives for helping special interest group members, such as tax breaks for the costs associated with on-the-job training. The transition between school and work lacks flexibility. Youths graduating in May generally attend school full-time and then expect to be employed. Most importantly, there needs to be a partnership among the employer, the employee, and the vocational educator. A recognition and understanding of the skill levels and abilities of a given individual by the employer, employee, and vocational educator could decrease the unfortunate placement of persons in positions where they cannot succeed.

Barriers to job entry are also due to changes in the nation's economy. Is equity thought of in the same or similar terms in economies of growth and economies of decline? Does it matter that America is rapidly moving out of this age of affluence toward an age of relative scarcity? What happens to the ideals of unlimited upward

mobility, to the ambitions the working class have for their children, to the hope that vocational educational attainment will act as a conveyor belt to occupational success? Are vocational education programs able to keep up with the changing needs of the economy for different skills and job preparations? These and other questions are raised by Salomone.

### Vocational Education Personnel

The authors are critical of the lack of heterogeneity and the current attitudes of teachers, counselors, and administrators at all levels within vocational education. Profiles of personnel characteristics suggest that there have been very limited efforts to ensure that vocational educators mirror the heterogeneous nature of the students. Traditional sex distributions among instructors predominate. Males hold the majority of positions in agriculture, distribution, technical, trade and industrial, and industrial arts programs. Females hold the same traditional majorities in health, occupational home economics, and office occupations. Racial/ethnic minorities represent 10.8 percent of all instructional staff and are similarly concentrated in certain fields.

Caucasian males hold an overwhelming majority of most senior positions. Ninety percent of the directorships in agriculture, distributive education, technical, and trade and industrial vocational programs are held by males while females dominate only in health and home economics. State level positions exhibit even more extreme imbalances. Sex equity coordinators are 98 percent female in contrast to state directors of vocational education and executive directors of state advisory councils who are approximately 98 percent male.* Such staffing patterns can mean a continuing predominance of traditional ideas, a need for extensive inservice training, and an emphasis upon affirmative action in hiring where vacancies occur.

Welter describes the resulting attitudes among vocational education personnel:

> The starting point in turning around enrollments in vocational education programs must be the elimination of the biases of vocational teachers, teacher educators, guidance counselors, and school administrators and instilling in them a total commitment to equity in all vocational programs. This is the greatest challenge facing vocational teacher education, and the difficulty of doing this is compounded by the fact that many of us in vocational education are biased ourselves (consciously or unconsciously)

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* Wuflsberg, p. 55ff.

> because we have grown up in and been conditioned by a society in which men and women each have had rather well defined roles; in which blacks and other minorities often have been assigned negative personal attributes relating to intelligence, industriousness, and work roles; and in which the handicapped have not been considered . . . a part of the mainstream of society. Because those of us in teacher education have been an integral part of a society in which such stereotypes exist, we must examine our own beliefs, feelings, and actions to determine where we really stand on the issue of equity.

Other authors express that same understanding of the difficult task of changing the attitudes of those who deliver vocational education at all levels. Thrane discusses ethnocentrism:

> "Different means exactly that—not better than or worse than. The mistake that many vocational administrators make is to attempt to rationalize or justify inequitable educational opportunities by citing individual or cultural differences. . . . Public education in America has been based primarily on American middle-class cultural and racial ethnocentrism. Cultural pluralism must necessarily involve philosophical realignment . . . in the development of educational personnel if we are to achieve the goals that may be established to ensure cultural pluralism.

Adams talks about the need for vocational education administrators to realize that barriers to equity are based upon the limitations of the educational institution rather than on the limitations of potential students. Proctor and others urge curriculum reform to meet the needs of diversified populations. In order to begin curriculum reform, however, vocational educators must become sensitized to the socialization patterns of special interest groups and be able to counteract their deleterious effects. Proctor sums up the problem:

> Vocational technical teachers are professionals, and just as engineers must know the properties of *all* the materials they use, and coaches must know the speed, weight, endurance, and marital condition of *all* of their players, and physicians must know the pharmacology of *all* the medicines they prescribe, so must a professional vocational-technical teacher know the pupils to be taught. This is a quality that can be learned.

Teacher certification and recertification standards are targeted for reform by some authors. For example, only a small number of states have adopted certification requirements that ensure any level of competence among persons responsible for vocational instruction for handicapped students. Beginning trade and industrial instructors in Texas are spending 900 hours each school year attempting to teach very vulnerable children, with a working knowledge of the problems of special students limited by the six clock-hours of instruction mandated in that state (Hull).

### Public Satisfaction and Support

In the past decade, there has been an erosion of public confidence in the American educational system and in the educators' ability to solve numerous educational problems including equity in job training and placement. Lewis and Russell in their analysis of trends likely to affect vocational education in the 1980s state that public satisfaction or dissatisfaction over the quality of education will be an important consideration and may have a dramatic impact upon curriculum and public funding support.* Choi states it very simply, "The cancer of equity is the absence of public interest."

Within the educational establishment, persons employed in college and general education preparatory programs do not support vocational education as an acceptable or equal status alternative. In some state systems vocational education has been utilized as a dumping ground for slow learners, students with learning disabilities, and unmotivated, disruptive youth (Evans).

Within communities and among special interest group leaders, occasionally there is a lack of cooperation and communication. Each group is preoccupied with eliminating the barriers it faces. The result is a lack of joining together to look at the common barriers encountered by all groups. The unique viewpoints of various authors are of particular interest here. Adams looks at intergroup communication and collaboration from an administrative viewpoint. He is concerned with the best possible use of the limited funding resources available. Since each group is preoccupied with its own needs, the advocates of each group frequently do not cooperate to the extent possible. This makes it difficult for decision makers to identify priorities for funding purposes. Thrane and Crandall examine community attitudes:

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* Lewis and Russell, *Trends, Events, and Issues Likely to Influence Vocational Education in the 1980s*, p. 140.

> In urban America, ethnic pockets that are many blocks long and many blocks wide form struggling communities attempting to adhere to the ways of their ancestors. This often means keeping women and handicapped close to home. Asian American, Spanish-speaking populations, Africans—all find security and comfort in their own bailiwicks. The threat of outside influence or encroachment on their sacred turf causes consternation and even gang war. *Because of the close relationship within each community, community leaders feel that help can come only from within.* Community leaders see themselves as having the experience and capability of handling the social and economic problems of the minority and the disadvantaged. The disadvantaged persons in turn look to their own community leaders for answers to their plight (Thrane).

The distance between the decisions being made by administrators such as Adams and the feelings of the racial/ethnic communities expressed by Thrane needs to be bridged through improved communication; however, the assumption here is that members of the community *want* vocational education programs. Crandall points out the differences among cultures in people's attitudes toward education. For many, education is appropriate only for children or for a few scholars. The concept of life-long education for adults pursuing training leading to vocations is foreign and must be explained.

Finally, vocational education cannot influence the job market; instead, the job market must influence vocational education. Vocational educators, community leaders, advocates of the needs of special interest groups, and leaders in business and industry must all understand each other better and work together if the benefits of vocational education for all Americans are to be realized.

### Funding Priorities

A major problem with the achievement of equity in vocational education is the procurement of funds to provide the services that special interest groups must have in order to participate in and benefit from vocational education. Authors are in agreement that funding priorities and policies, though greatly improved with Title II of the Education Amendments of 1976, remain a problem. Hull comments that for every dollar the federal government spends helping handicapped persons become independent, it spends ten dollars on programs fostering dependence. Thrane and C. Schwartz discuss the inhibiting effect of the minimum wage requirement on business and industry which may wish to employ and help train unemployed youth. Choi cites discrepancies in funding between urban and rural population areas. Adams discusses problems of setting funding policy. The availability of adequate funds and their

allocation are important problems, particularly when it is difficult to calculate the costs of serving special interest groups adequately. With fixed amounts of funds, can money be distributed to encourage institutions with a poor record of providing vocational education on an equitable basis without discouraging institutions that are implementing strategies for removal of equity barriers? (Sheppard) Similar questions recur throughout the papers.

In looking at expenditures for 1977-78, funding for special interest groups appears to be a small proportion of the total. Furthermore, a decline in support for the handicapped and the disadvantaged at the state and local levels can be seen between fiscal years 1978 and 1979 with the infusion of additional federal dollars for these groups.* In spite of the funding priorities in Title II of the Education Amendments of 1976, funding for special interest groups remains a small proportion of the total spent on vocational education (see table I).

## Information for Decision-Making and Current Research Priorities

Researchers and policymakers encounter many problems in the collection of data about special interest groups' participation in and benefit from vocational education programs. For example, the data in Table I on the following page do not even include information about racial/ethnic minorities. Wulfsberg describes some of the complex problems in collecting data about special interest groups. Without the results of proper diagnostic examinations, a school could run legal risks by categorizing students as handicapped, particularly if they or their families did not approve of such categorization. Identification of the limited-English proficient is also difficult, requiring information about the student's nationality, mother tongue, and dominant language in the household.**

Standards for data collection in vocational education programs have varied greatly among the states. This problem is being corrected with the implementation of the new Vocational Education Data System (VEDS) that will provide for the collection of standardized information from each state.

Enrollment data by program are readily available but completion or outcome data are more difficult to obtain. What are outcome data? Does the term outcome

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* Wulfsberg, p. 78.

** Ibid., pp. 39ff.

Table I

## TOTAL EXPENDITURES, PROGRAM YEAR 1977-78

| *Funding Priority** | *Amount Expended* | *% of Total Spent* | *% Federal* | *% State/ Local* |
|---|---|---|---|---|
| Total, Vocational Education | 5,575,769,885 | 100 | 8.8 | 91.2 |
| Handicapped | 232,613,303 | 4 | 19.2 | 80.8 |
| Disadvantaged | 470,045,548 | 8 | 16.6 | 83.4 |
| Limited English Proficiency | 19,009,579 | .3 | 12.9 | 87.1 |
| Economically Depressed Areas | 201,870,636 | 4 | 10.3 | 89.7 |
| Women's Programs | | | | |
| Supportive Services | 586,496 | | 12.8 | 87.2 |
| Day Care | 805,160 | | 4.5 | 95.5 |
| Displaced Homemakers | 2,432,778 | | 29.5 | 70.5 |
| Overcoming Sex Bias | 4,370,369 | | 27.1 | 72.9 |
| Total Expenditures for Women | 8,194,803 | .1 | — | — |

* Information about racial/ethnic minorities not available. Taken from: *Summary Data: Vocational Education Program Year 1978*, p. 11, 15, 16.

data mean program completion and, if so, how is one to know when programs are completed? Are outcome data obtained by measuring employment rates, job satisfaction, length of time employed, employment in the field of training, or all of the above? While realizing that an accurate assessment of the effectiveness of vocational education must include a number of variables (enrollment, completion, job placement, satisfaction, and costs versus expenditures), no author made recommendations about how to accomplish such an assessment.

Most of the authors are critical of the current status of research efforts in vocational education. C. Schwartz expresses the predominant sentiments:

> Educational research is funded far out of proportion to the benefits derived. The results have been the proliferation of many documents, statistics, and test results. Most of these research efforts are of little practical benefit to the local vocational education program administrator or teacher. Most local program operators know what it takes for a more effective vocational training program, especially for the disadvantaged student. More money, more business, community, and labor organization support and involvement, and better programs in basic skill instruction and social behavior are necessary. Too often, however, it is more politically feasible for decision makers to emphasize the need for new and innovative approaches, rather than face the reality of advocating expenditure of public funds to support adequately the programs already in existence. I do recommend, however, that all public funds expended in the future on vocational research be limited to those areas that demonstrate a direct benefit to the student served by the local area program.

Welter is critical of the numerous workshops and inservice training programs that he feels are repetitive and of little value. Along with other authors, in contrast to C. Schwartz, he recommends empirical research. He is also critical of the ways in which the finding of research are disseminated, saying that they are little used by those who need the information the most.

### Progress in Achieving Equity

Eight major problem areas have been cited as impediments to the achievement of equity in vocational education. Though the authors concentrate upon probing problems and issues, they also describe some of the progress that has been made. This

section about the authors' views of the current status of equity in vocational education will conclude with a brief overview of progress already achieved in preparation for the next section on recommendations for the future.

The principal reason for progress has been the recent legislation with its funding priorities, involvement of constituency groups, and emphasis upon special interest groups. Another major reason has been the emergence of increasingly powerful advocacy groups that have been successful in directing attention to particular problems, and that know how to use legislative commitments to achieve results. Other reasons cited are research findings; the production of improved curriculum, testing, guidance and counseling materials; and improved teacher training materials and methodologies. The most important reason, however, is a positive attitudinal change about equity. This attitude expresses the feeling that barriers are removable once they are identified and understood.

Fletcher is the most optimistic of the authors in discussing the progress that has been made and the potential of Title II of the Education Amendments of 1976 for the future:

> Available information indicates that progress has been made in providing equal access to and meaningful participation in vocational education programs since the passage of Public Law 94-482 in 1976. We can look with pride at increased special assistance and services provided so that the handicapped and the disadvantaged, including the limited-English speaking can succeed in regular vocational programs. Nontraditional enrollments—enrollments by women in vocational education programs that have traditionally enrolled primarily men—have increased. States have selected personnel to work full-time to assist the state board in furnishing equal educational opportunities in vocational education programs to persons of both sexes; and in eliminating sex discrimination and sex stereotyping from all vocational education programs. Programs have been developed to recruit persons into vocational education without regard to race, religion, national origin, sex, age, handicap, or veteran status. These are only a few of the many accomplishments. We cannot, however, rest on these accomplishments.

All the authors would agree with Fletcher's last sentence; however, some would feel that her optimism is exaggerated, and that much more needs to be done at the local, state, and national levels to achieve the full promise of the 1976 legislation. The authors' ideas about what needs to be done are examined in the next section.

## RECOMMENDATIONS FOR THE FUTURE

The authors include in their papers a wide variety of ideas for making progress toward the achievement of equity in the 1980s. These ideas are grouped under six general themes—

- implementation of Title II of the Education Amendments of 1976
- improved communication and shared responsibility
- training of vocational educators and administrators
- curricula and services
- funding alternatives
- research priorities

Readers are encouraged to look at the numerous practical suggestions for solving particular problems that are made by the individual authors, particularly those writing about the vocational education profession and the needs of special interest groups.

Before examining the authors' recommendations, a brief overview of projected trends for the 1980s in vocational education may be helpful. Lewis and Russell anticipate significant influences upon vocational education. Some of the most important trends for their potential effects upon the achievement of equity are as follows—

- A decline in the proportion of the gross national product that education receives will occur because of the pressure to reduce government spending, competing demands for public funds, and public dissatisfaction with the quality of education.
- Federal education legislation will continue to focus on providing services to special interest groups and on overcoming sex stereotypes.
- Demographic patterns will lead to increasing numbers of older adults participating in vocational education. As a consequence, there will be fewer new entrants into the labor force.

- With fewer young people in the population and a higher proportion of all young adults attending regular colleges, vocational education programs can expect to enroll increasing numbers of the educationally disadvantaged. These groups will cause the kinds of services traditionally offered to change and expand. Remedial education programs will likely be more prominent along with flexible scheduling; entering, dropping out, and re-entering; and an increase in the number and kinds of cooperative agreements with business, industry, labor, and the armed forces.
- Vocational education will become increasingly more competency-based. This will allow greater flexibility for individuals to progress at their own learning rates and build upon their individual knowledge backgrounds.*

### Implementation of Title II of the Education Amendments

Authors writing from the perspective of vocational educators feel that the mandate for achieving equity is within the current legislation. The Title II Amendments require states to manage their vocational education efforts within specific guidelines in order to receive funding. These guidelines include state planning, involvement of constituency groups, funding allocations, regular evaluation and accountability, and the provision of standardized data for the Vocational Education Data System (VEDS). VEDS, when fully implemented, will represent a major improvement in the collection of reliable and useful data for program monitoring and decision making within states, and for comparison among states.

To achieve the aims of the legislation, however, there must be a commitment to equal opportunity that is unmistakably clear at the top levels of state administration, and that is communicated from the top levels to the state board, all state vocational staff, and all persons involved in the implementation of state vocational education activities at the local level. Then leadership on behalf of equity should be evident in all state and local programs, planning, inservice training, evaluation, and advisory committee recommendations (Fletcher, Evans, Thrane, Adams, and Welter). Authors are generally in agreement that a national policy for vocational education should require state and local involvement in program planning and implementation, and a clear delineation of roles and responsibilities at each level. Adams states that:

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* Lewis and Russell, pp. 138ff.

> Most boards of education are insistent upon local control of education. As a result, the board prepares and adopts school philosophy, policy, and rules to deliver the education program desired by the community. . . . For any program to be successful it is necessary to have local enthusiasm and support. . . . Consequently, a concern to be considered is the identification of who will form policy, develop plans, monitor operations, and evaluate the results. The implementation of a national policy in equity must include a method of generating state and preferably local involvement with commitment.

At the state level, the state board is responsible for coordinating development of policy and the five-year state plan, evaluation and accountability, and consultation with the state advisory council and other appropriate state agencies and individuals. Some exemplary state systems, operating under the Title II mandates, demonstrate the effectiveness of the federal legislation in the achievement of equity in vocational education at state and local levels.

### Improved Communication and Shared Responsibility

Most authors discuss the lack of communication among various groups involved in vocational education and the different priorities, emphases, and conflicts needing resolution. In order to achieve equity, shared commitment to specific goals is needed. To obtain shared commitment, however, requires the establishment of mechanisms to ensure communication among vocational education personnel at all levels; industry and other employers; organized labor; community leaders, agencies, and organizations; special interest advocacy groups; legislative advisory groups; students; and potential job seekers.

Effective communication and shared responsibility are ambitious goals. Kovarsky points out that the legislation that helped to create labor unions also helped to create an employment environment that even today perpetuates practices that are legally discriminatory. Thrane states that community-based organizations are the greatest opponents of vocational education because they feel that they are unique in their ability to develop innovative programs having the support services needed by their clientele. Crandall discusses the culturally-based beliefs of many ethnic groups about the role and appropriateness of education and the possible loss of self-identity in the acquisition of English skills. H. Schwartz describes the role of parents and the very early age at which sex-role socialization about appropriate careers occurs, thus limiting the vocational perspectives of students. Adams feels that provincial sentiments

among rural and small town school districts can prevent or decrease the potential for cooperative arrangements and the sharing of students, staff, equipment, and facilities. He also discusses the phenomenon of black leadership discouraging black youths and adults from enrolling in vocational education because of their historically based fear that blacks will be relegated to nonprofessional or technical jobs. He feels that both blacks and whites continue to maintain the erroneous notion that a college degree is the only route to affluence and influence, regardless of the abilities, aptitudes, or aspirations of the individuals involved (Adams).

Despite these and other barriers, the authors all advocate improved communication and shared responsibility among the various groups who can make a contribution to equity in vocational education. They also feel that these groups understand that to achieve progress will require sharing responsibility.

> Business is not insensitive to the educational and vocational training needs of unemployed youth. In the report by the Metropolitan Washington Board of Trade/National Alliance of Business, reasons why business is concerned about youth unemployment are presented. . . . The business community wants to raise the quality of entrants into the labor force and encourage their commitment to our economic system. It wants to help alleviate the difficulties many young people face in securing training and employment. It wants to help minimize the interrelated public problems of employment, welfare, community unrest, and crime. It wants to help youth acquire a sense of dignity and responsibility (C. Schwartz).

Positive attitudes and good will on the part of those concerned will also alleviate unnecessary duplication of services among agencies.

### Training of Vocational Education Personnel

Increasing the heterogeneity and improving the attitudes of current vocational education personnel through affirmative action and training programs emphasizing equity are major concerns of the authors. Salomone explains why the concern is so great:

> But educational institutions do more than simply teach skills. They shape values, form attitudes, develop opinions, establish convictions, and generally affect our national belief systems. This is true of formal education wherever it is found. Though developing a personal values system may not be taught as formal

> course work, it is nevertheless learned, shared, and transmitted in vocational education as well as in traditional academic settings.

Among their recommendations are the need for inservice training of current administrators, teachers, and counselors, and preservice training for future teachers and administrators. Recommendations for vocational educator training took many forms. For inservice training, Evans recommends a needs assessment approach. What types of people are already benefitting from vocational services? How are their needs being met? What other groups of people could benefit? Why are these groups not utilizing the resources? Needs assessments that answer these questions could serve to identify those who do not have full access to vocational education and the barriers that are keeping them from access and participation. Adams wants to rectify the image vocational educators have of themselves as being "second best." He feels that many teachers, parents, board of education members, school administrators, and citizens share the fallacy that a college degree is the best and surest way to occupational success. Thus he feels that inservice training programs stressing equity must include a positive image of quality vocational programs and the valuable outcomes to be obtained.

Vocational educators must examine their own attitudes and biases and must learn about special interest groups in order to serve them.

> There are many ways to eliminate barriers and to create a climate that permits students to develop to the best of their ability. The most important ingredient . . . is the teacher. Over and over again we hear the student who has failed say, "Nobody cares about me: I ain't no good." It takes special teachers who care plus an administration and school board who are willing to pay the costs of alternative methods and situations to assist the . . . disadvantaged with social, economic, or language problems (Thrane).

Proctor expands upon Thrane's message about the importance of caring. He recommends three essential attributes for all vocational education teachers. First, *all* teachers should learn the history and background of *all* the students they are likely to teach. Second, there is no pedagogical "quick fix" available, nor are tests any measure of ability in multicultural groups. Therefore, a teacher must search for any and all indices of learning ability and the varied and unusual promises of dormant capacity hidden beneath a veneer or obscured through isolation and deprivation. Then the teacher must figure out how to capitalize on these hidden strengths. Third, teachers must clarify their values with respect to the issue of justice and fairness and make their own determination of society's moral obligation to those who have

benefitted the least. Welter discusses a variety of sensitivity training programs, the use of interdisciplinary teams, and the redesign of teacher education certification or recertification requirements as ways to achieve Proctor's aims.

Examples of the multitude of recommendations regarding vocational education teachers follow to illustrate the variety of viewpoints in the papers. The use of part-time instructors from industry who possess a high skill level and are willing to teach an occasional class is recommended. This strategy could increase the heterogeneity of the staff and decrease costs because these part-time instructors would be paid an hourly wage. Crandall recommends that teams of vocational educators and bilingual specialists work together to ensure that the specific English vocabulary that is needed is learned. Choi recommends that the emphasis not be placed solely upon vocational educators. He feels that all students in personnel administration, who are preparing for careers in industry or business, should be thoroughly taught the requirements of equity legislation, job analysis and classification, evaluation, and nondiscrimination. Cardenas et al. stress the need to include representatives of special interest groups on advisory councils and staffs of vocational education.

### Curricula and Services

C. Schwartz sums up this author's recommendation regarding curricula and supportive services:

> Vocational education programs . . . will serve their purpose only if the students (1) leave school in a state of basic literacy and with an ability to cope with verbal and mathematical concepts; and (2) enter the job market with sufficient technical skills to be able to function in a particular work environment. In addition, and of equal importance, disadvantaged students must be (3) "socialized" so that they can deal with the norms of the work environment. . . . Unless youth who enter the job market have been inculcated with all of these basic elements, they are bound to fail.

All authors argue against lessening standards in basic literacy and mathematical skills. Instead, they recommend remedial training until an acceptable skill level is reached. They feel strongly that basic skills are essential to success in vocational education programs and on the job.

A second essential skill is sufficient vocational training to perform in the jobs that will be available. In examining trends, Lewis and Russell foresee an increase in

technology. Computer applications, microprocessors, office word processing, communications, expansion of health care equipment, and a whole new field of biotechnology are only a few of the potential new fields.* Thrane points out that vocational education curricula should lead to the potential for employment in multiple jobs because of constant changes in the technological world. Training persons for narrowly defined positions will lead only to frustration and eventual termination. Flexibility and breadth within a vocational area will allow the individual to enter and reenter vocational education programs to stay up-to-date. Several authors discuss the benefits of entrepreneurial skills. Proprietary skills for small businesses or craft industries could be extremely beneficial to women, those in rural communities, older adults, the handicapped, and minority group members.

The third set of skills essential to success are employment skills, or how to get and keep a job. In order to get a job, the job seeker must understand how to fill in applications (particularly difficult for the limited-English proficient); how to prepare a resume and think positively about past experiences; how to interview; and how to sell oneself. To keep a job, students need training in behavior, dress, punctuality, interpersonal relations, and their employment rights. Thrane says:

> Employment skills that assist the student to matriculate in the world of work must be learned. ... Our entire economic system has set up middle-class values and standards. The employee is expected to dress properly for the job. If the person is a welder, the proper dress is hard hat, hard-soled shoes, long pants, long sleeves, and eye protectors. There is no alternative to this dress. If the shift begins at 7:00 a.m. it means arriving at work a few minutes before 7:00 a.m. and leaving when the shift ends at 3:00 p.m. Individuals must understand the rights of the employer, other employees, and their own. They must understand the importance of teamwork and want to be a part of the group with whom they are assigned.

Changes in the work and school environments are also recommended. Possibilities are flexible scheduling of work experiences and school, including cooperative work programs for on-the-job training; completion of secondary education programs throughout the year; and frequent reentry into vocational education programs. Because of transportation problems and home responsibilities, flextime and other alternatives to fulltime work are frequently mentioned. Several authors criticize programs for summer employment of youth and recommend year-round school/work experiences.

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* Lewis and Russell, p. 147.

Supportive services are most important in building motivation. Career education, assessment of interests and aptitudes, vocational counseling, and improved information about the jobs available and the necessary skills for these jobs are all areas needing modification to ensure the inclusion of special interest groups. The need for career information services is particularly critical for persons entering nontraditional careers. These individuals also need encouragement from peers, instructors, and employers to change attitudes about earlier socialization patterns and concurrent societal pressures. H. Schwartz, Evans, Eliason, and Salomone analyze the problems of women entering nontraditional care .

Nontraditio , recruitment will be necessary to reach new prospective students. Many authors recommend more effective use of the mass electronic media including commercial and public radio and television. Mass media can be used to provide information about new technologies, new jobs, and the availability of training. Using mass media is one way of helping to change early socialization patterns and societal attitudes, particularly about women and the handicapped.

### Funding Priorities

While acknowledging that Title II of the Education Amendments of 1976 set funding mandates to foster equity, the authors make recommendations for improvements, extensions, and revisions of these allocations. To decrease the high rate of unemployment experienced by American youth, particularly minorities, authors recommend removal of the minimum wage requirement and payments to social security within certain age categories, and authorization to use work-study funds for on-the-job training in locations other than local educational agencies. These recommendations would require changes in current legislation. Authors also recommend incentives to business and industry to encourage their participation. One suggested incentive is tax credits for those making special efforts to train and employ members of special interest groups. Better integration of CETA-funded programs and vocational education programs is also recommended. Other examples of the many recommendations with regard to funding priorities are child care, life-long learning, special services and equipment for the handicapped, and creative solutions to transportation problems.

While agreeing that funding for special interest groups is a national policy issue, authors differ in their opinions on this issue. Some feel programs that are free of barriers or that have experienced success in providing a more equitable environment should be rewarded; others feel that funding incentives should be given to the reticent to make necessary modifications in programs and services.

## Research Priorities

A major accomplishment of Title II of the Education Amendments of 1976 was the development and implementation of the Vocational Education Data System (VEDS). This system provides for the collection of standardized information from every state. It will provide the data base from which to examine numerous programmatic and policy questions within vocational education.

Though everyone had different research priorities according to their field of expertise, there were general trends among their recommendations. First, research efforts should be carefully coordinated and widely disseminated to avoid redundancy. Fletcher recommends locating, documenting, and disseminating the positive strategies and solutions that already exist as one major research effort of great value.

Second, authors advocate practical research with immediate applicability to programs. The practical research may take many forms. Frequently cited are new approaches to inservice training and curriculum innovation. Welter recommends the redesign of vocational teacher education programs. With regard to curriculum innovation, Crandall's recommendations are illustrative of the practical approach so many authors advocate. She states:

> Although there is a clear relationship between job success and linguistic capability, and an even clearer relationship between job access and language, we still have little research that identifies exactly what features of English are most important for employment and which can be left for later acquisition or be omitted entirely. . . . Until we know, however, which of these (terms) are the most important or most salient, it will be difficult to know exactly what should be taught to persons acquiring English as a second language and in what order it should be taught. We also need additional research to show the strategies . . . used to reduce the language demands of . . . jobs. When confronted by large manuals or reports, how much do people really need to read and what strategies do they use to accomplish that as quickly and painlessly as possible?

An example of the emphasis upon applied research with immediate applicability to program is the emphasis upon self-analysis instruments and methodologies. Using these tools, local vocational education personnel can look at themselves and develop strategies on their own to eliminate barriers. To accomplish practical and applied research, authors recommend that research be conducted by interdisciplinary teams so that an improved understanding of the special needs groups to be served by vocational education can be ensured.

Third, the research question of how to perform a comprehensive evaluation is raised by Thrane and H. Schwartz. What should be the evaluative criteria by which vocational educational programs can be assessed for their effectiveness in providing equity? Choi includes in this research priority the need for an evaluation of the enforcement activities undertaken by federal agencies to ensure that the equity legislative mandates are being met.

Finally, authors express interest in public policy research to examine the role of the federal, state, and local governments in vocational education, how programs are funded, and how these funds are used. The above-mentioned examples are only a few research priorities which authors recommend. More comprehensive research agendas about specific topics are included in some of the papers.

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## PART IV

### Summaries of Perspectives on Equity

The Equity Colloquium sought to provide an overview of the many concerns expressed by individuals and advocacy groups about equity and vocational education. The following summaries of the seventeen papers commissioned for the Equity Framework project reflect many of the issues and concerns raised in the Colloquium. It is difficult to determine where one should begin to describe common themes among today's major equity problems and issues. One resource is the insightful reflections of authors with special expertise who have many suggestions for achieving equity in vocational education in the 1980s. The complete text of each of these papers is available through the National Center's Publications Office.

## Vocational Educators and Administrators

**Richard N. Adams,** superintendent of the Upper Valley Joint Vocational School District, views equity from his perspective as a vocational education administrator of a center serving rural high school and adult students. He speaks very practically about the issues and problems of achieving equity at the local level. Examples of topics discussed are: accessibility in a rural area, funding, counselor training, career education, provision of health and human services, and competency-based modular instructional packages. He recommends local commitment to and involvement in vocational education programs, and greater communication among parents, students, vocational educators, employers, and community groups.

**Nancy E. Smith Evans,** sex equity coordinator in Ohio, begins by summarizing the legal provisions for sex equity in Title II of the Education Amendments of 1976 and Title IX of the Education Amendments of 1972. After a brief summary of the history of women in the workplace to illustrate the tradition of occupational segregation, Evans concentrates on the challenges and responsibilities of sex equity coordinators. She makes numerous suggestions for the successful implementation of the legislation. Among her recommendations are the building of networks, inservice training for vocational education personnel, needs assessments to identify groups not having full access and the reasons why, and supportive services for those entering nontraditional occupations. Evans defines specific subsets of women and their particular problems and discusses the problems faced by men seeking to enter traditionally "women's jobs." Many of Evans' recommendations apply to other special interest groups and to vocational education in general.

**Geneva Fletcher,** deputy state director of vocational education, discusses the legislative requirements of Title II of the Education Amendments of 1976 and the responsibilities of state directors of vocational education for achieving equity. Fletcher believes that the legislation, if properly implemented within each state, is a tool for achieving equity. She analyzes the funding provisions of the Education Amendments of 1976 for their potential to contribute significantly to equity. She also outlines how to incorporate equity in state planning and how to establish procedures and practices. She describes the governance, accountability, and evaluation provisions of the legislation. She makes many suggestions for implementing Title II, after a major discussion of institutional, personal, societal, and programmatic barriers.

**Lucille Campbell-Thrane,** associate director at the National Center for Research in Vocational Education, writes about equity from the perspective of a large city director. The paper is an interesting contrast to Richard Adams', whose paper is written from the perspective of a director in a rural setting.

Thrane's discussion of equity issues emphasizes urban youth. She defines cultural pluralism and argues that equity in vocational education cannot be addressed until the more urgent problems of minorities, the disadvantaged, and those with limited-English proficiency have been addressed. Thrane focuses on the barriers facing urban youths enrolling in vocational education and provides many practical solutions to current problems.

**Clyde W. Welter,** professor of adult and vocational education, looks at equity issues from the perspective of his role as a faculty member. His responsibilities include providing preservice and inservice training for the preparation of vocational teachers at the secondary and postsecondary levels; performing research; and providing graduate education for those who aspire to leadership positions in vocational education.

Welter's deep concern about equity in vocational education is evident in his discussions of occupational segregation by sex, racial discrimination, the current attitudes of vocational educators, and the need to eliminate stereotypes. He makes extensive suggestions regarding how to change attitudes. He emphasizes the importance of multidisciplinary team efforts to bring about change and the importance of heterogeneity among those employed in vocational education.

### Academicians

**Gilbert Cardenas,** associate professor of economics, analyzes various economic concepts of equity and cites the major theorists in this area. His paper studies the economics of equity as they relate to vocational education through analysis of the policy implications of equity in the development, planning, and administration of more responsive vocational education programs. Special concern is shown for the barriers that face minorities, women, and the handicapped in vocational education and employment. Cardenas cites numerous sources of information to illustrate the points he makes about the economic effects of inequities perpetrated against special interest groups.

**Yearn H. Choi**, professor of public policy, traces the history of equity in the area of public policy and then relates it to vocational education. He examines the philosophical underpinnings of the current values and concepts of equity in American society and the linkages among equity, vocational education, and new legislation regarding manpower and employment. He believes that equity begins when all citizens have the opportunity for employment. After this philosophical, historical, and legal overview, problems that remain and progress that has been made within the current legal system are reviewed. He concludes with recommendations for research and public policy to enhance equity in personnel administration and vocational education.

**Irving Kovarsky**, professor of industrial relations, traces the legislative developments that affect equity in employment, either favorably or unfavorably. Through a review of federal civil rights legislation, Kovarsky describes the conflicts between federal laws and criticizes public policymakers, constituency groups, and legislators. To do this, he first describes specific problems in employment and their potential solutions. Then he illustrates the conflicts between equity and employment practices through an analysis of court cases. Examples of the subjects discussed are: seniority clauses in union contracts; testing; pregnancy and health-related benefits; bona fide occupational qualifications that serve to exclude; reasonable accommodation for religious beliefs; and the potential conflict between affirmative action regulations and nondiscrimination policies.

**Lisa Aversa Richette**, judge of the Court of Common Pleas for the state of Pennsylvania, defines equity as justice and fairness and traces the history of its development through law and court cases. To illustrate her points, she uses cases relating to equity for women. Specific topics covered are the right to vote, the right to work, occupational segregation, and protective legislation based upon traditional stereotypes about women. She challenges the judicial acceptance of a protective doctrine under the Equal Protection Clause of the Fourteenth Amendment. Her paper includes interesting vignettes about women who struggled against the legal system to gain equity. As a major step forward in the achievement of equity, Richette examines (1) the passage of Title VII of the Civil Rights Act, (2) the accomplishments made since its passage from the perspective of cases won by women, and (3) the relationship of equity to the newer affirmative action mandates.

**Jerome J. Salomone**, professor of sociology, presents equity as an elusive, theoretical subject based upon an even more elusive, existential reality through an extensive review of the literature. His paper unfolds as a combination position paper and state-of-the-art presentation because of the mixture of fact and opinion and the imprecise definitions that characterize equity. The paper begins by setting forth a frame of reference for sociology and then specifies the nature of sociology's interest in equity and inequality. Salomone then examines occupational inequality by using data about women to illustrate his theoretical points. He concludes with a speculation on the role of vocational education in promoting equity in American society.

**Henrietta Schwartz**, professor of anthropology, focuses on the issues related to the cultural aspects of sex equity and schooling in American society. She begins with a framework of assumptions that relate the discipline of anthropology to concepts of equity. She defines schools as a subset of the culture and describes eight universal aspects of behavior common to each classroom, school, community, and culture. She also uses the eight universal aspects of behavior along with a definition of cultural pluralism as the conceptual foundations for an extensive review of the literature related to sex equity in socialization, schooling, occupational segregation, and attitudes about women's roles held by both women and men. Her paper concludes with recommendations for promoting equity.

### Special Interest Group Advocates

**Jo Ann Crandall**, at the Center for Applied Linguistics, describes the special needs of adults with limited-English proficiency. She begins with an extended discussion of the many societal, institutional, and personal barriers faced by those for whom English is a second language. Crandall's paper is very practical in orientation. Her illustrative examples highlight the difficulties of persons with limited-English proficiency in finding and keeping work. In proposing solutions, she describes four potential curriculum models for teaching English as a second language as an integral part of vocational education. These models are based upon a clear understanding of the language skills needed to be employable and different learning patterns among individuals. Her paper concludes with a variety of teaching techniques and a research agenda for improving the teaching of English as a second language.

**Nancy Carol Eliason**, director of the Center for Women's Opportunities at the American Association of Community and Junior Colleges, describes the hidden barriers to full participation by women in vocational education programs with a particular emphasis upon the problems encountered by reentry women. Throughout her paper, Eliason discusses solutions to problems while describing the problems themselves. Eliason is particularly sensitive to the multiple needs of particular categories of women such as minority women, adolescent mothers, and displaced homemakers. Eliason concludes her paper with a description of the services needed to achieve equity in postsecondary vocational education.

**Marc E. Hull**, assistant director of special education and pupil personnel services in the Vermont State Department of Education, examines equity in vocational education from the perspective of handicapped persons. He begins with a definition of the handicapped individual and data about the numbers of handicapped individuals needing to be served by vocational education programs. His discussion of issues and barriers facing the handicapped includes: current funding disincentives for achieving independence; the underrepresentation of the handicapped in vocational education programs; the attitudes of people responsible for vocational education programs; the problems of segregated vocational education programs and of accommodating the handicapped; the need to involve handicapped individuals in policymaking; the need for adequate funding for vocational education for every handicapped individual; the preparation of vocational education personnel to teach the handicapped; and the need for revision of curriculum materials. He concludes with recommendations and an extensive bibliography.

**Samuel D. Proctor**, professor of education at Rutgers University, challenges inertia and orients the reader to the current status of minority youth. He traces the current situation to the enslavement of blacks and their subsequent treatment after the Civil War. He then describes the development of a national educational philosophy for blacks based upon the theories of two prominent black educators: Booker T. Washington and W. E. B. DuBois.

Proctor has three major recommendations for "what do we do now?" He believes strongly that all teachers must study rigorously, experientially, and systematically the backgrounds of the minorities who will be their students. Black studies courses are essential to the professional preparation of vocational education teachers. He believes that vocational education teachers and counselors must search for all indices of learning ability in minority youth. He describes the limited capacity of tests to measure what they purport to measure. He feels that all vocational educators

must understand and acknowledge their own values with respect to the issues of fairness and justice to overcome prejudice.

**Carol L. Schwartz**, school board member in Washington, D.C. and a former member of the National Advisory Council on the Education of Disadvantaged Children, describes equity in vocational education from the perspective of the educationally or economically disadvantaged student. Her paper highlights the present conditions of the disadvantaged and recommends improvements in vocational education. Her discussion of barriers to the disadvantaged includes: lack of basic skills and motivation; family backgrounds; need for social counseling; need for exposure to employment; students' attitudes toward work; lack of adequate numbers of vocational program instructors; and the current minimum wage rate. Her lengthy experience in public education in Washington, D.C. enables her to cite many examples of successful programs and strategies to counteract barriers. She concludes her paper with a summary of her recommendations including the future of educational research and changes in federal legislation.

**N. Alan Sheppard**, special assistant to the director of the President's Commission on Aging, begins his paper with a comprehensive assessment of demographic trends and their impact upon vocational education and employment opportunities for older adults. Sheppard then describes specific equity problems. To do this, he uses an affirmative action continuum model for discussing barriers to equitable job training and placement. Then taking the positive approach that the identified barriers are removable, Sheppard discusses strategies for their elimination under six general headings: federal legislation; federal support programs; advocacy groups; adjustments in personnel policies; educational strategies; and the training of vocational educators and the public to a better understanding of aging.

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